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Relief in November 1938

What is happening to more than one and a half million families throughout the country, as sized up by informed correspondents in various cities and states

GERTRUDE SPRINGER

Washington News Letter

Publicity via the Barn Door

JOSEPHINE STRODE

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JOSEPHINE C. BROWN

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So They Say

• I have so many things to do I am going to bed.—*Savoyard proverb.*

• I want to talk to the man who has charge of human emotions.—*Relief client at office of Indiana State Welfare Department.*

• Minorities would be no world problem at all if it were not for another modern ailment—acute nationalism.—*The United States News.*

• Democracy has defeated autocracy. Militarism is overcome . . . the longed-for age of humanity is dawning.—THOMAS G. MASARYK, *October 19, 1918, announcing principles for the foundation of the Czechoslovak republic.*

• Sex, safe driving and table manners all need to be taught somewhere, but the schools have a limited amount of time and they require all the time they have to develop the minds of their students.—ROBERT M. HUTCHINS, *president, University of Chicago, in Saturday Evening Post.*

• Let anyone sign his name anyway he wishes to. But there ought to be a law to compel him to print or typewrite it also. And women who sign letters without indicating whether they are Mrs. or Miss should be heavily fined and sometimes imprisoned.—*Editorial, New York Times.*

• Many of our legislators still talk in terms of votes and if you (social workers) are to be understood you must talk their language—by that I mean that you must be articulate as to the long-run political consequences of your social aims.—RALPH E. JENNEY *in presidential address to the California Conference of Social Work.*

Father's here for his Ph.D.,
Mother's studying canning;
Sister's in New College now
Learning Community Planning.
Brother John's in Horace Mann,
Little Jane's in Speyer,
And Baby goes to Nursery School,
Where they feed and dry her!
Teachers College keeps them moving,
Going through their paces;
All they have in common now
Are six briefcases.
—JOSEPHINE WRIGHT *in Recollections of Teachers College (Columbia University).*

• The dictators are all spoiled children and they will go on asking for more until they die.—PHYLLIS BOTTOME, *English novelist.*

• In all this suddenly revealed purpose to launch an almost unlimited armament program it would be a swell idea to keep our shirts on.—GEN. HUGH S. JOHNSON, *newspaper columnist.*

• Fascism is the neurosis of a maladjusted social order and a maladjusted world. It cannot be cured by bloodletting. It can only be cured as the dominant powers in the world are willing to cure themselves.—*Editorial in Common Sense.*

• The first characteristic of American life as it relates to children—which becomes apparent in a cursory survey—is its inequality; an inequality based not alone on differences in individual capacity, aptitudes and habits, but what is more important, on differences in economic opportunity.—KATHARINE LENROOT, *Chief, U.S. Children's Bureau.*

• Nationalism is an infantile disease. It is the measles of mankind.—ALBERT EINSTEIN.

• What's a sadder sight in the field of government than a band of hard realities ganging up on a dream.—*Detroit News.*

• A radical is one whose inclinations and beliefs are liberal but whose methods are badly thought out and if put into practice would not work.—PRESIDENT ROOSEVELT.

• Social workers love to talk. . . . He (Harry L. Hopkins) undresses his remarks to that intellectual nudity common among sociology and psychology professors.—FLETCHER KNEBEL *in Ken.*

• One ought to approach a new book as one approaches a new country, with curiosity and expectation, not wanting to find only what one knows and likes, but with the zest for learning about something new.—PEARL BUCK *in The Journal of the National Education Association.*

• The genius of democracy lies in its ability to reduce the problem of the masses to its component parts of individual needs and desires and to solve the problem on that front.—CHARLES W. TAUSSIG, *industrialist; chairman advisory council, National Youth Administration.*

• In the subject of penology, no less than in any other branch of the social sciences, we can find no substitute for truth, nor can we can fail to face facts. We cannot solve the long standing and perplexing problems of crime by strong language or prejudice or ignorance.—SANFORD BATES *to the National Conference of Social Work.*

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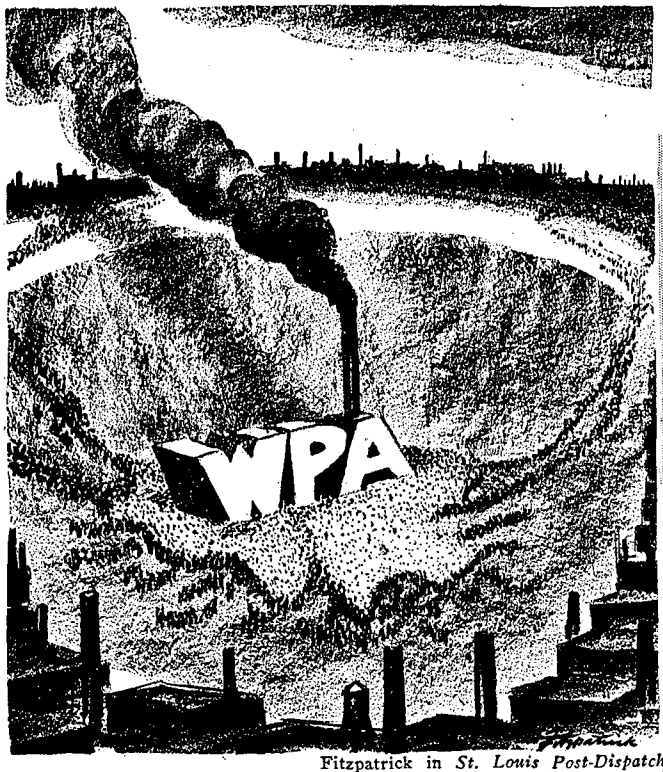
Fitzpatrick in *St. Louis Post-Dispatch*

Human Stakes



Fitzpatrick in *St. Louis Post-Dispatch*

One Chimney Smoking

Berryman in *Washington Star*

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SURVEY MIDMONTHLY

NOVEMBER 1938

VOL. LXXIV NO. 11

Relief in November 1938

By GERTRUDE SPRINGER

IN these United States, with winter just around the corner, a sum in excess of $258,748,000 is being expended each month for public relief of one kind or another, reaching into more than 6,500,000 American homes, touching the lives of some 21 million persons. These round figures convey first, a sense of shock that after all the years of wrestling with depression-born distress the need is still so great; second, a sense of satisfaction that so large a sum is being directed by more or less orderly procedures to meet the continuing need. It is at that point that most of us stop thinking about relief and go back to worrying about the European situation, the fall elections and the football prospects.

The trouble with these round figures is that they are round; they carry no picture of the peaks and valleys which they encompass. Take the figures apart even a little and the true topography of relief-land begins to emerge. First to show itself is WPA, towering with a monthly expenditure of $149,200,000. Far below it, but mounting steadily are "the categories," the social security services for the aged, dependent children and the blind with expenditures of $42,615,000. Back of these two peaks is general relief, a relative valley, with $36,863,000.

Now $36,863,000 is no mean sum, but it too is round. Take it apart and you find that $19,917,444 of it is added up by only three states, New York, Pennsylvania and Illinois. Bring in California and Michigan and you have $25,035,111, leaving only $11,827,889 as the total expenditure for direct relief in forty-three states and the District of Columbia. These figures are of July, the last month for which full data are available, but we know that since that month WPA and the categories have risen; general relief has become a deeper valley.

It is not possible to generalize very much about what is going on in that valley where state and local responsibility are without benefit of federal funds. No one really knows the whole story. Only in time of crisis, as in Cleveland last summer, does local relief become news, temporarily. Then something else comes along and the acute situation shakes down to chronic. In fact a depressing aspect of the whole "business of relief," apart from WPA and the categories, is a growing public willingness to accept it as the inevitable even the proper way of life for the unemployed. "Nobody cares any more but 'us,'" said a social worker in a midwest city, "and we seem to be helpless to do anything but take in each other's moral indignation."

In an effort to discover something of what is happening in the shadowy valley of relief where at least 1,644,000 families are known to exist, the editors of *Survey Midmonthly* queried a number of informed people all over the country. The editors did not ask these people for figures to be tabulated but for an informal off-the-record sizing up of the situation as they saw it in their respective communities, "just as you would tell it to us if we could drop in on you for half an hour." Their prompt and generous response has made this article possible.

THOUGH no general picture can be drawn of conditions as they exist now in November 1938, a few elements appear from this country-wide correspondence to be fairly constant. In most places, in spite of increased WPA quotas, the relief rolls are up, sharply, over this time last year. Some tendency to stabilize relief rolls is evident, attributable it seems to three factors: increased WPA employment, rigid policy on closing and opening cases on account of lack of funds, pick up in private employment.

There is, of course, a chronic shortage of funds everywhere, a persisting hand-to-mouth policy and in many places a fair case of jitters as to the winter's outlook. In a few places, notably New York, where a sales tax finances a pay-as-you-go policy, relief authorities are not too downhearted, but quickly qualify their faint optimism, ". . . but we've got our fingers crossed." The same attitude is found where bond issues can be used to finance relief deficits, "Under control at the moment, but . . . if . . . but . . ."

As to the coverage of need in a given community there is no single answer. In cities where applicants are accepted on the basis of their need, with no other limitation, there seems to be fairly good coverage, particularly if state funds are available. But where the basis of acceptance is not the need of the applicant but the cash on hand—if any—there is no such thing as coverage. "All we know about covering the need is that we aren't covering it."

The same rule governs adequacy of allowances. Where individual budgeted need is the measure, with deficit financing to meet the total costs, allowances are, well, not really adequate to a decent way of life—relief is never that—but they seem adequate in comparison with those in communities where a lump sum is appropriated and then

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stretched to cover the greatest possible number of cases, and devil take the hindmost. In such communities the mystery of how people exist on their relief allowances is exceeded only by the mystery of how others exist without them. In individual budgets the greatest gap is the item for shelter. Most places—with many honorable exceptions—simply wash out consideration of rent and let nature take its course, or reduce it to a figure so unrealistic as to be meaningless.

It is difficult to estimate the effect of the security services on local relief rolls—some effect certainly, especially in respect to aid to dependent children. But no clear answer is possible either in terms of people or of dollars and cents. The services seem to have uncovered new areas of need rather than to have reached the big undifferentiated general relief area. Conclusions as to the effect of unemployment compensation on relief are pretty much limited as yet to "We only know it would have been much worse without it." The best documented figures now available are those of the Pennsylvania Department of Public Assistance which cautiously and with reservations, estimates a saving of about $5 million for the first seven months—January through July—of benefit payments.

With the growing indifference of the public to the human aspects of the direct relief problem, accepted reluctantly as permanent and hopeless, is a sense of utter confusion over the whole business, WPA, categories, and what have you. To Mr. and Mrs. Taxpayer, all are "reliefers." Presumably they must be kept alive, but——. Many competent observers fear that after the elections there will be a sharp reaction against the cost of relief—relief meaning everything—with direct relief taking the brunt.

The idea that the clients themselves could or would figure effectively in opposing reaction is not supported by current reports. WPA seems to have drawn off the protesting element and left a relatively inarticulate group who take it as it comes. They grumble individually but without the force of numbers or organization. There still are pressure groups in the largest cities but their leadership changes constantly and they lack the vigor and drive of a year or two ago. "In a way perhaps the social workers are responsible for this," comments a correspondent. "They have explained so long and so patiently that nothing can be done because there isn't any money, that the clients have come to believe it."

The intimation from Washington that WPA is about to contract, certainly that it will not expand further, fills social workers with apprehension. The vast numbers that it has taken from relief rolls have not exhausted by any means, except in smaller places, the list of employables on relief, especially white-collar folk. Any arbitrary or blanket cut in WPA would throw great numbers back onto the precarious mercies of direct relief. What everybody knows but no one can prove is that a growing employer prejudice against "reliefers," one and all, will slow up placement in private employment to an extent that the "higher-ups" in Washington do not realize or at least admit. "God help us this winter if WPA cuts down. The people have no place to go but relief, and relief has nothing to give them."

This then is the present picture of "the business of relief" so far as it can be drawn from *Survey Midmonthly's* informed correspondents. Because every local situation is different, let us attempt a brief close-up of various cities and a few states, beginning in New England, swinging south, then up through the middle of the country and west to the Pacific Coast.

All Around the Country

BACK EAST

Boston—The direct relief load is about 2500 cases below last fall. The need seems fairly well covered, with clothing and medical care the outstanding deficiencies. About a third of the relief funds of private agencies go to supplement public allowances and WPA wages. Most of the employables on direct relief are white-collar folk; the remainder probably unemployable by any standard. The security services have had a marked effect on the rolls particularly in respect to the aged. There is considerable grumbling over the continuing cost of local relief in the face of large federal expenditures. Employer prejudice against WPA workers is rising. "They come to us with so many mind hazards that they are no good to us." Clients are not noticeably restive—never have been.

New Haven, Conn.—Direct relief is up over last year by about 730 cases. WPA expenditures for the first seven months of 1938 were down by $482,229, "because our city has not been too enterprising and generous in setting up local projects." Relief allowances are "without question minimum," but probably not "grossly inadequate." Rent and utilities are the "least admirable" items. Social security services have had no appreciable effect on direct relief. The clients seem to be just "taking it."

New York City—Direct relief has been relieved the past two months by the transfer of 21,000 cases to WPA. The city's employment index is rising and the improvement is being reflected slightly in relief. During the first three weeks in October the Department of Welfare closed more cases than it opened. Last year's peak load came in December with 177,572 cases; this year's, so far, in February with 187,117. August's load of 167,461 was reduced to about 160,000 in September. Social workers seem to feel that need is being fairly well covered and that with the usual ifs and buts there should be no severe suffering this winter. The greatest budget inadequacy, the clothing item, is slowly improving thanks to WPA production and purchases. About 7000 cases have been transferred to aid to dependent children. Unemployment compensation in relation to relief cannot be measured directly. From February 5 to September 10, some 6000 applications for relief were rejected because of benefits; 9100 active cases were closed because benefits, accumulated earlier, began to be paid; and 2700 cases were opened because benefits had expired.

No one will hazard a guess as to how many employables are still on direct relief; a majority probably are white-collar folk. Client pressures are constant but orderly. Employer prejudice is evident not only against WPA workers but against "all these people on relief."

Nassau County, N. Y.—The case load figures have ranged from 400 to 1000 per month above last year. The budget has been exceeded and about $500,000 must be borrowed to last out the year. Next year's budget probably will be fixed at this year's actual expenditures. "Coverage of need in the county is believed to be fairly complete and family budgets fairly adequate." Public opinion on WPA seems to be mixed, with definite employer prejudice: "They get out of the swing of real work and have too many grievances." Clients are quiet.

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"Pressure organizations, clamorous in earlier days, seem to have collapsed. One would like to believe that this is due to more adequate relief, more justly administered." Although probably half of the large increase in old age assistance and aid to dependent children the past year represented transfers from direct relief the "new unemployed" more than filled their places. Unemployment compensation is still too "mixed" to be measured as a factor.

Buffalo, N. Y.—The August load of 18,045 cases was 60 percent over August 1937. WPA has not expanded as it has elsewhere, because of lack of projects. Both coverage of need and size of allowances appear to be "better than most" in comparable cities in other states, but "in comparison with cost of living we can't be proud." Welfare officials anticipate a sharp increase in the present high case load, though this may be modified by improved business conditions and by employment on several large PWA projects. "Relief is just taken for granted in Buffalo, with neither public nor client very excited about it."

New Jersey—Since state financial participation—about 75 percent of the relief bill—is not accompanied by state standard-setting the relief picture, municipality by municipality, is very spotty. There are no very recent figures on the total case load, but from January to March it rose from 74,300 to 87,100. Then WPA increases and seasonal employment induced a downward trend. However, in Trenton the October load was 50 percent over October 1937, and increases during the coming months are expected all over the state. "WPA has not begun to make the anticipated reduction in the relief load, about 80 percent of which is believed to be employable." Failure of CCC to take eligibles—7000 applications for a quota of 1900—has been a factor in rising local relief costs. The legislature diverted $10,020,000 from various state funds for relief, but actual commitments to September amounted to $15,569,710. The bill for the year will probably run to $23,750,000. The attitude of the legislature toward such a deficit is unpredictable. The most articulate opposition to relief and WPA is that of employers paying substandard wages. The press is demanding an equitable method of financing and administering relief. While about 30 percent of the old age assistance and a lesser proportion of aid to dependent children cases represent transfers from relief rolls, the effect on relief has not been as noticeable as elsewhere.

Pittsburgh—The direct relief load mounted steadily from August 1937 with 22,793 cases, to August 1938 with 43,128. Expenditures rose in the same period by $467,525. Improved business conditions are now reflected in a slowly declining case load. Coverage is considered fair but individual budgets are only a little more than half of the "minimum for health and decency." Funds are available to carry the present load at the present standard probably until late February. After that it will be up to the legislature. The public is highly critical of the WPA program, employers claiming that it demoralizes work habits. From the end of February till the middle of April there was a net reduction every week in the relief case load due to the payment of unemployment compensation benefits. Since April, however, more cases were returned to relief because of cessation of benefits than were closed because of them.

Philadelphia—Lack of local sponsorship for WPA projects is held accountable for a persistently high direct relief load—76,636 in August, 35 percent over August 1937. The categories were down by 254 cases. "If WPA were to double its rolls it still could not take all the employables on relief." Coverage seems fairly good, budget allowances not so good. Pennsylvania pays allowances in a cash lump sum, so that inadequacies of specific budget items do not stand out. Rents, figured at less than half the irreducible minimum in the city are depressing the standards of relief families. Failing a bad break in general conditions nothing more than seasonal rise in relief is anticipated. The state appropriated $138 million for public assistance for the biennium ending May 31, 1939. The deficit probably will run above $50 million. Employer prejudice against "WPAers and reliefers" seems to represent New Deal opposition rather than an estimate of the people themselves. Large relief appropriations "certainly are not popular," although there is a pretty general acceptance of the necessity for them.

Washington, D. C.—A reduction of the congressional appropriation for relief from $1,437,000 to $900,000 forced a cut of 35 percent in the case load. No employables are receiving relief and only part of the unemployables. The case load represents only the money available, figured down to minimum subsistence levels and in no sense a coverage of existing need. No one knows how people live. "I guess it is a case of the neediest being cared for by the next neediest. Of course the Negroes—a third of our population—are the worst off." Public opinion seems divided on the question of larger appropriations, liberal groups and churches favoring them, business men and taxpayers' organizations opposing. "Two thirds of the people on relief are colored and a city largely southern in its outlook is not much worried about their problems." About half of the 3300 people receiving old age assistance were taken from relief rolls making way for other unemployables who otherwise would have received no aid at all.

Baltimore—Last year at this time the direct relief cases numbered 3100; this year 4728. WPA had an enrollment of 5000; this year about 10,000. Not many reasonably employable persons are now on direct relief. The city has borrowed funds for relief purposes and now has an accumulated deficit of nearly $3 million. However, there seems to be no tendency to shirk the responsibility to cover need as it shows itself. Allowances are fairly adequate except as to rent. The security services have helped markedly to hold down relief rolls. "Nearly all ADC cases certainly would have required relief and probably half of the old age cases."

DOWN SOUTH

Atlanta, Ga.—The load, higher by 325 cases than a year ago, represents only the money available, not a coverage of need. Although the security services tended at first to bring the load down, it rose to 3003 in September with 1000 applications pending for lack of funds. WPA assignments rose from 6051 in September 1937 to 16,394 in September 1938. Assignments for women lag. Monthly relief averages have been cut from $10.17 per family to $8.05. Hospitals and clinics "testify to the fact that many cases coming to them are not of illness but of undernourishment." Except for social workers and a few liberal groups, "it is impossible to get anyone excited." Many if not most of the cases now receiving social security services were drawn from the relief rolls, but there are long waiting lists in all the categories especially the aged where the waiting list numbers 2887; the active list, 2184. The general public is becoming increasingly confused not to say dubious over the intricacies of the whole relief business—WPA, categories, direct relief and so on—and increasingly skeptical of unmet needs when so much machinery is in evidence. Employer prejudice is rising against anyone who ever has been involved in the program.

Florida—More people than ever before are seeking relief of all types. Employment conditions have been bad and industry shows slight prospect of improvement. Seasonal and casual employment in the southern part of the state is rising slightly. The state has no direct relief program. Meager county aid is generally limited to unemployables and acute emergency situations. WPA now has more than fifty thousand at work with several thousand awaiting assignment. It is car-

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rying many who "should be on relief if there were any." The security services, until last month limited to old age assistance, have had an appreciable effect on county relief rolls, but lack of state funds has prevented taking over all the eligibles. Security grants are "rather adequate" at least when compared with county relief, and in some depressed localities "may be a beginning in raising the standard of living." New appropriations, if any, for assistance services probably will be earmarked for the aged. "Our citizens are willing to have more relief but not more taxes. What we really want is as much federal money as possible but with no strings on it."

Alabama—Here two categories, aid to mentally and physically handicapped and temporary aid, are considered as one general relief program, with state and county sharing fifty-fifty in the costs. Available funds determine the relief load. Only the most urgent cases are cared for and these inadequately, "just enough to keep the most needy families alive." State and counties hesitate to vote money for this group when the same dollar appropriated for security services would bring in federal funds. At the end of July, WPA had 9733 persons waiting for assignment. Over 40,000 farmers have been referred to WPA for supplementary employment but on October 1 about 23,000 still were awaiting assignment. The security services emphasize the needs of those not covered. Industrial depression, especially in textiles, has created a stupendous problem for relief officials, state and local. Unemployment compensation has helped a little, but benefits are too small and too many workers uncovered for it to have much effect on relief.

Birmingham, Ala.—The direct relief load is much higher than a year ago, but the employment outlook is improving. Average monthly grants for ADC cases have risen to about $23; old age cases average $11; general relief, $10. "Surplus commodities are definitely life-savers in many cases." Clothing is supplied by WPA sewing projects. Rent, gas, electricity and even water are not included. "White families buy food with their allowances and move rather than pay rent; Negro families club together on food, and undoubtedly scavenge in refuse cans, but do try to pay rent and burial insurance." Any attempt by relief officials to arrive at a realistic estimate of needs "brings out such a startling figure that the appropriating bodies are scared off." Employers in increasing numbers are evincing prejudice against WPA workers. "It has been a very, very difficult summer."

Texas—Since June 1936 responsibility for direct relief has rested on cities and counties. Results are various. San Antonio has no relief program, except surplus commodities. Houston and Dallas in cooperation with their respective counties give relief to unemployables, but the former defines them liberally, the latter very strictly. Fort Worth gives aid to both employables and unemployables but the small individual allowances "mean very little."

Houston gives to unemployables, only, an average monthly allowance of $15, "probably the highest in the state," but even including surplus commodities that is about 65 to 75 percent of a minimum standard budget. WPA rolls in Harris County (Houston) are nearly twice as large as a year ago with a high percentage of persons probably not employable by private standards.

The rural situation over the state is serious. WPA opened its doors to farmers who were referred to it in large numbers. Counties, however, are not able to meet the sponsorship cost of projects and applicants who have been accepted and not assigned "will soon be very restive over one more disappointment."

Louisville, Ky.—For relief during the fiscal year ending September 1, 1939 the board of aldermen has appropriated $240,000, about the same as in 1937-38. This is intended primarily for unemployables and will provide for a case load of 1097 at a monthly average of $18. The case load rose from 781 in September 1937 to 846 a year later. WPA rose simultaneously from 1965 to 7000. WPA has never taken all the needy employables. Private agencies accept a few emergency cases. There is some local backing for increased appropriations but unless conditions become much worse, action is unlikely.

THE MIDLANDS

Cincinnati, O.—The present load of the city relief division is 10,434 cases. Figures for 1937 (5438 cases in October) are not comparable since the County Welfare Department was then on a skeleton basis. The present load is considered a fair coverage of need. The average monthly relief voucher is $20.88; average local work relief $38.88. Rents are paid in urgent cases. About 1000 of the present case load are certified to WPA but not assigned; many more are rated employable. There is a fairly large turnover in the case load. Security services have reduced the general relief load, but lack of matching funds keeps on relief many families eligible for ADC. By borrowing against future tax collections present relief levels can be maintained until the first of the year. After that another acute crisis is likely unless the state acts. "It is impossible under present tax limitations for local funds to carry the load." Public opinion on relief is "indifferent and ill-informed" and organized protest by the clients has dwindled—"the great majority have had their fighting spirit beaten down and their self-confidence broken."

Akron, O.—The September 1938 case load was 6940; that of September 1937, 1535. There is a heavy turnover due to the ups and downs of WPA which at no time has taken all the employable. Coverage is probably fair but allowances are meager. Clients seem to be "just sitting by and taking it without much protest." Public opinion generally is "agin the WPA" but without any alternative proposal. "Our people are habituated to running their own relief business, and though they recognize the necessity for the government stepping in, they resent politicians affecting the program."

Dayton, O.—The relief load has quadrupled since October 1937, but local business is improving and "we are the least bit more optimistic." Each visitor is carrying upwards of 300 cases, the work complicated at present by investigators from the state auditor's office who check records, interview clients and even order allowances discontinued. Families are being housed in foreclosed properties "under conditions violating any standard of health and decency." Some 8000 are on WPA and an additional 2900 could be if projects were available. It is "probably true that WPA labor is 'suspect' by the average employer who charges the sins of the few to the many."

Cleveland, O.—The emergency funds with which the city weathered the crisis of early summer will be exhausted by the first of December. Employment conditions are improving but the tax situation is chaotic with borrowing against collections for three years ahead. The case load (17,500) is about the same as 1937. WPA with 78,000 enrolled has done well in absorbing employables. Food allowances have been cut 10 percent below the federal estimate for minimum subsistence; clothing is supplied only in emergencies; rents are paid to landlord in the form of tax abatements. Old age assistance and ADC have probably removed or kept several thousand cases from relief rolls. Administration is complicated by conflict between state and local officials, and by the row between the Social Security Board and the governor. Public opinion is increasingly concerned about relief, perhaps because it has been made a campaign issue. Except for some CIO activity the clients have remained passive.

Detroit—On October 19 the case load was 18,799 compared with 14,557 a year

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ago. It is dropping at the rate of about a hundred a day due to unemployment compensation benefits, WPA expansion and improved private employment. WPA is carrying 75,487 persons in Detroit; last October it had fewer than 14,000. More than a third of the $3 million allotted for the last quarter of the year was expended in September and "drastic steps" may be necessary to stretch funds. Food budgets are "slightly above the restricted diet." Fuel and clothing are supplied "as needed." Supplementation of inadequate income—earnings or security service grants—accounts for 5328 active cases. Of the whole case load 7526 are figured as employable, practically all of them women and white-collar. About 700 are eligible for old age assistance if funds were available. Although there is some "fed-up-ness over the whole business of relief" the public generally and officials from the governor down to councilman show no tendency to shirk responsibility. "Restriction of funds is not due to lack of understanding but just to plain lack of money in the public treasury."

Indianapolis, Ind.—In September the direct relief load of 8676 was only 113 above that of the same month last year. WPA had expanded from 6696 to 14,647. Employment is improving. Coverage of need is probably fair, but family budgets much too low. A maximum of $9 a month is allowed for rent, "but only after eviction." WPA is apparently "taking care of the great majority of employables," but many employers seem to be convinced that "most WPAers would rather stay where they are than take any but the most attractive jobs."

Illinois—Relief cases increased 9.1 percent from September 1937 to September 1938. Only a seasonal increase is expected this fall. Present allowances range from "fairly adequate" to "grossly inadequate" with the greatest deficiencies in clothing, shelter and, outside Chicago, medical care. State funds amounting to $3,800,000 per month (the most since 1935) are available through January. Until now these have met approximately 75 percent of the deficit between available local funds and estimated needs. 'Pressure groups in some communities have been able to influence standards of relief and service," but "such organizations lack unanimity and continuity of leadership."

Chicago—Seasonal rise in the case count is not as high as last year, but a "spell of weather" probably would push it up. Improving business conditions soon may be reflected in the relief load, about 45 percent of which is considered employable. WPA has some 27,000 persons certified but unassigned. State funds are "in sight" until February. The relief administration does not accept cases for supplementation where income meets 85 percent of estimated need. Budgets are computed without items for clothing, electricity or household incidentals and with "an irreducible minimum" for rent. "We then deduct 15 percent of the sorry total and tell the client that is all there is." The clients are much less aggressive than formerly. "When budgets are cut complaints increase, but with the exception of a somewhat emotionally unstable minority, protests are pathetically few."

Milwaukee, Wis.—Local relief cases have jumped in a year from 12,000 to 19,000; WPA from 11,000 to 27,000. No large immediate increase is anticipated. WPA has taken all eligibles except a few hundred heads of families and some 1500 single persons. Remaining on relief, however, are several thousand employable heads of families (about a third of them aliens) who are not eligible for WPA. Coverage of need is held to be "reasonably good"; budgetary allowances "reasonably adequate." The security services have had "no appreciable effect on relief rolls, but unquestionably have met existing needs." The Department of Outdoor Relief prepares an annual budget, but exceeds it if unanticipated need arises. "There has never been any great public complaint that too much is being spent on relief."

THE FLATLANDS

Des Moines, Ia.—Direct relief rolls in September had dropped to 2745 from 4559 a year ago. WPA had risen from 3636 to 6620. Only seasonal increase is expected. More than half the relief recipients are held employable. Family allowances average $20 a month plus surplus commodities. "This seems to be fairly adequate." Neither city nor county pays rent for employables. Old age assistance has had some effect on relief rolls, but the effect of employment compensation is not apparent as yet. The state has not qualified for ADC.

Omaha, Neb.—Public relief rolls are down, not through lack of need but lack of funds and the fact that the Douglas County Assistance Bureau limits itself to families with health problems and with no employable member. In August 1937 it expended $8465 on 960 cases; in August 1938, $6075 on 625 cases. In that month last year five private agencies expended $5734 on 943 cases; this year $6979 on 1251 cases. The county relief load "probably is only a quarter of what it should be if real need were the measure," but the county has been running a deficit for several years and efforts to obtain larger relief appropriations "have been sadly ineffectual." WPA with an enrollment of 9841 in August has a certified waiting list of 1700. Public opinion seems to be against the heavy spending involved in WPA, "with too little awareness of what conditions would be without it."

Lincoln, Neb.—The relief load is higher than last year with a "poor prospect" for more funds unless the legislature acts in January. The case load, public and private, and the allowances represent money available—stretched to the uttermost—and not need. "But no one seems greatly disturbed except social workers and a few others." The clients are passive. "Perhaps when cold is added to hunger they will begin to voice their sufferings." The WPA program is distrusted by many people and employer prejudice against "all these reliefers" is increasing.

Kansas City, Mo.—The direct relief load, about 4000 cases, is a little below that of a year ago, but WPA is carrying a payroll fully two and a half times as large, with some 2000 certified persons awaiting assignment. Private agencies supplement inadequate WPA wages a little, public agencies not at all although the need is "glaringly apparent." General relief grants run around $12 a month. "No comment on adequacy is necessary." "There is slight prospect for any increase in funds before the legislature meets in January, if then." Direct relief, without the attraction of matching federal funds, "is the hardest appropriation to crack."

Minneapolis, Minn.—The direct relief load has been consistently higher all summer than it was a year ago, but has not shown the usual seasonal rise, probably because of increased WPA enrollment and a slight business improvement. Taking together WPA, the security categories and direct relief, the needs of the community seem to be "relatively covered on a fairly decent level of adequacy." But relief has been financed by bond issues, and the city is fast approaching its legal debt limitation. Taxes for relief can be increased only by removing statutory limitations or amending the charter, neither likely to appeal to a public beginning to resent relief costs. "Most of them are unaware that they haven't yet paid for it." WPA is meeting a lot of criticism, "much of it not very discriminating," and WPA workers have increasing difficulty in getting jobs.

St. Paul, Minn.—Direct relief rolls are about the same as a year ago; WPA rolls considerably higher. Present allowances are "relatively generous though no relief is high enough to be comfortable." The outlook for funds is "distressing. . . city and county politicians refuse to cope with the real problem of financing

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relief." Interest and retirement charges on bond issues absorb an abnormal share of current tax funds. The tax rate is up "to the point of diminishing returns," with widespread public irritation over relief costs. By January 1, the city will have used its share of state relief funds supposed to last to July. Security services and unemployment compensation have not cut relief very much "though things would have been worse without them. And without WPA—whew!"

OUT WEST

Washington (State)—Outstanding is the increase in WPA from 24,545 in September 1937 to 60,485 in September 1938. Some 2000 are now awaiting assignment with the number rising each week. Direct relief rolls, decreased from 25,892 in September 1937 to 16,254 in September 1938, reflect WPA increases. Direct relief to the able-bodied is negligible at this time, limited largely to emergency grants pending WPA assignment. Standards of relief have been lowered the past year only in respect to rents. Given the whole public assistance and WPA program the coverage of need is believed to be much more adequate than a year ago.

Seattle, Wash.—Since last March when sharp curtailments were considered necessary by the state officials, there have been drastic cuts in number of cases and amounts of allowances especially for employables. WPA expansion "fortunately picked up the pieces." The prospect is for scanty relief this winter for employables with non-residents and "unattached persons" getting the hardest pinch. Residence requirements have been tightened. Funds supposed to last till April 1 will be exhausted by January 1 when the new legislature will be asked for a deficiency appropriation. WPA seems to be in good public repute with a number of workers going into private employment. "The bulk of client protest is by the old folks who have been least hit by curtailments. The hardest hit groups, non-residents and unattached, are not vocal."

San Francisco, Cal.—The relief load is substantially higher than at this time last year. Coverage of need probably is fair, adequacy of budgets "a matter of opinion." A couple gets $33 a month; larger families in proportion, with rising rents a real hardship. State and county have provided funds to carry the program until the next budget sessions. The security services, particularly old age assistance, have reduced relief demands. Unemployment compensation benefits in August resulted in a saving of $120,000 through the closing of active relief cases.

Los Angeles, Cal.—The direct relief load is much higher than last year, especially in the employables division financed and administered by the state. Unemployables are cared for by the counties. Los Angeles County has approximately half the state's total case load. Existing need is being fairly well covered except in respect to unsettled families, recent residents in the county and employable transient men. The food allowance for employables is considered adequate, for unemployables "quite inadequate." Rent allowances are "not realistic." WPA's failure to take all employables is evidenced by the fact that the state is spending more than a million a month for their relief. A feeling against "reliefers as a class" is apparent, but not acute. Clients are organized for better relief but "lack leadership that will stay with them."

Frank Bane: in the Public Service

THE recent resignation of Frank Bane as executive director of the Social Security Board roused a chorus of questions. Why did Mr. Bane, with unquestioned competence in the job, suddenly leave it? Had political heat been turned on? Or "inside" pressures? What was the "low down"—if any?

As a matter of fact there is no "low down." Mr. Bane resigned for no other reason apparently than the simple one that he chose to accept an interesting offer in a field ripe for development. He had been with the board during its first three grueling years; had helped build the system from a bare framework of law into a program functioning in every state in the union; had helped develop, starting from scratch and in the face of much political pressure, an able and devoted staff now protected by civil service. Certainly to leave at this time was not to let down either the Social Security Board or the social security program.

Naturally Mr. Bane, like other officials who demonstrate unusual capacity, had had many financially flattering offers from outside the public service. The one that finally tempted him away was that of the Council of State Governments, a privately financed agency with headquarters in Chicago, which serves as the secretariat of such organizations as the Governors' Conference, the American Legislators' Association, the Tax Revision Council and a number of associations of state officials and of interstate commissions. As executive director of the council, Mr. Bane will continue to exercise his rare talent for dealing with people of divergent views; he remains at grips with that most urgent problem of government—federal and state relationships. In short he still will be in the public service though not on the public payroll.

Public service has been Mr. Bane's career. After three years of teaching and three with the State Board of Charities and Corrections of his native

Virginia, he cossed over to Tennessee to set going and direct a public welfare department in Knoxville. In 1926 he returned to Virginia as commissioner of public welfare, leaving in 1932 to take hold of the then new American Public Welfare Association. The three "growing years" that followed made him a "natural" for the Social Security Board, just as that tour of duty has made him a "natural" for the Council of State Governments.

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THE COUNTY WORKER'S JOB

Publicity by Way of the Barn Door

By JOSEPHINE STRODE

PALO ALTO PUBLIC LIBRARY READING ROOM

This is the second of a series of articles by Miss Strode on "the process and problems of social work where the county is the unit of administration and practice runs out over the back roads to the villages and remote farms." Material for this article was contributed by workers in thirty-nine western Kansas counties and was written originally by Miss Strode for a session of the Social Work Publicity Council at the Seattle meeting of the National Conference of Social Work. Coming next month: Education on the Rural Job.

WHEN a teacher of social work first came to our district she asked us what books we had for study. Did we have Social Diagnosis? Changing Psychology in Social Work? The Art of Helping People Out of Trouble? We did not! Did we have *The Survey* or *The Family?* We did not! Finally in despair she asked, "Well, what books do you have?" In the middle of a general silence one of our members spoke up. "Lady," he said, "there's one book we all have that you can count on, and that's a Sears Roebuck catalogue."

So it is now, when we are asked about our publicity methods. Probably a good many unorthodox particles of hay stick out from them, but for all that we know that publicity for Main Street is not so different from that for Fifth Avenue. The catch is in knowing how, when, and where to put the emphasis.

This matter of emphasis recalls a story about William Allen White. It seems that at a dinner party someone told of a family, in the covered-wagon days, that was spending the night in Missouri before going on to Kansas. That night when the child in the family said her prayers, she concluded with "Good-bye God, I'm going to Kansas." Mr. White took up the challenge. What the child very likely had said, he insisted, was, "Good, by-God, I'm going to Kansas." Just a matter of emphasis.

The welfare services for which rural social workers seek publicity are essentially the same, of course, as those in urban areas; and rural publicity has the same two-fold aim of bringing information to the people and of promoting their understanding of the program, thereby insuring their cooperation with it. Likewise the tools of publicity are essentially the same in rural areas as in urban centers: talks with individuals, speeches, newspaper articles, radio, community councils, case committees, reports and so on. How those tools are used constitutes the distinctive difference between rural and urban publicity, a difference that grows out of the very nature of rural existence itself and what it does to the minds and life of the people. Before a rural social worker attempts to plan or to engage in publicity she must be very sure that she understands clearly the basis for and the nature of rural consciousness and rural conduct.

An important consideration in any program of rural publicity is the tempo of rural life. Things can't be done in a hurry. Farmers are accustomed to waiting six months or longer for a crop. In western Kansas, we've been waiting six years!

When the county commissioners come to town to consider welfare matters, or any other county affairs, they drive in, stop at the grocer's to leave their milk and eggs, drop in at the corner drugstore for a chin with the boys, leave word at Aunt Mary's about coming out to dinner next Sunday, and finally, around ten or eleven o'clock, turn up at the courthouse. Here sitting around a big table—or, like as not, in the small counties, around a big, pot-bellied stove in a room over the hardware store—they prop up their feet for leisurely consideration of any matters needing their official attention. But they're in no hurry about it. Frequently there'll be silences of many minutes, broken occasionally by such general remarks as, "Well, looks like another Methodist crop this year." (To the uninitiated a Methodist crop is one which is saved by a "sprinkling.") Townspeople come in and out to swap bits of news and ask questions; it may be an hour or so before the commissioners get around to the business of the meeting.

The wise social worker with a proposition to put before these men learns to take it easy and to wait. If she has the "feel" of the tempo of rural life she'll enjoy the leisure, the humor, the back-chat, and be so much a part of the situation that the commissioners will not be conscious of her as an outsider. But let her get fidgety or restive, or press her point by talking too much, and her proposition will not get a hearing let alone approval. It will die aborning.

I recall a man from a large midwestern school of social work who came out to us to supervise. He was quick-thinking, executive, and accustomed to pushing his program and getting things done. Before his first meeting with the commissioners we cautioned him about taking his pace from theirs and he really tried to slow down. But the experience was painful for him. He was amazed to discover how long county commissioners can "jes' set."

WHAT this man didn't appreciate, of course, was that the commissioners weren't "jes' settin'." They undoubtedly were "sensing" him out just as surely as if they had asked him a flood of questions. He was accustomed, probably, to getting acquainted with people by talking with them, but rural people appraise a person by means of some inexplicable feeling about him. The farmer learns to feel things about the weather, his cattle, his crops, the land, and the winds. They can't talk to him, so he has to sense their meaning. Likewise with people, the farmer is deliberate and slow in his approach to acquaintance. He gets to know people largely through his feelings for them and the reaction of his organism as a whole toward them. His silences are as pregnant with meaning as his speech and he is not impressed by a flow of words. It takes few words, simple, direct, meaty in substance, and based on good hard facts, to touch him.

A recent book by Stuart Chase, The Tyranny of Words, surely illustrates a point about rural people. He says that for words to have any real sense to a listener they must have "referents," that is the listener must be conscious of the thing or happening to which the words refer. Anyone who has listened to the talk of rural people knows how rich in referents their words are. I remember hearing a county sheriff say that he couldn't walk "hawk and buzzard." It took me some time to figure out that one. You see

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when a hawk attacks, he darts straight, swift, sure, direct to his prey. A buzzard, however, circles slowly in great deliberate circles, descending gradually on his prey.

Publicity experts stress the importance to interpretation of knowing the language of a community. The problem goes deeper than that in a rural community, because in order to understand the speech, you have to know the life.

Rural people are upstanding, accustomed to dealing with their own problems. When your nearest neighbor is ten or twenty miles away, you think and act for yourself and you learn to be mighty resourceful about it. Just the same we social workers, it seems to us, can learn a lot from the way these people help themselves and each other. Cooperation and interdependence are the very fabric of their life.

As Josh Lee says, "Folks that have lived on oxtail soup and beef tongue to make both ends meet" are pretty apt to have something worthwhile to contribute to the business of budget-making. A farmer who has had his living wiped out by a summer of drought, or his cattle frozen in one cold night of winter, or his stand of wheat eaten up by grasshoppers is going to be able to stand up under the shock of learning the limitations and restrictions of the welfare program. Furthermore, he usually can give the worker some mighty good pointers on how to eke out county allotments, whether of work, commodities, or money.

NOT only is the rural citizen capable of solving his own problems but he so has the habit of thinking things out from scratch that he wants to know all the facts on which our social work policies are based. It is not enough to tell him that because of the financial condition, relief allotments can be only so much. He'll want to know all about that financial condition, how much it is and why it is, and how come it isn't enough. Living kind of simple, as we rural folk do, our mental apparatus isn't very complex, and we think pretty much in terms of the ABC's of everything. Like children we ask plenty of direct questions because we want to know all about things, and we've got plenty of time to find out.

Because of their roots in our democratic pioneer life, our rural people dislike class distinctions and anything that makes for differences, such as strangeness in dress or speech, or in ways of doing things. They are particularly sensitive to insincerity or artificiality. A worker from the state office once came out to a far western county in Kansas to persuade the county commissioners to hire a trained social worker from "outside." This particular county is in the heart of the dust bowl. Heavy black blizzards are almost daily occurrences in the dust season, and the morning on which the state worker arrived at the county seat was the morning after a particularly heavy, dirty storm. Coming in on an air-conditioned train, the state worker was turned out all in spotless white. The chairman of the county commissioners, an ex-cattle baron and ranch owner who had ridden the range as a cowboy from Denver to the Rio Grande, tells the story:

> Here, she come along, all purty as my wife's pet duck after a swim—white shoes, white hat, white dress, everything white! "My good man," sez she, "my good man, can you tell me where I'll find the chairman of the county commissioners?" Me—there I was black an' dirty from the dust, sweepin' up the hallway of the court house so folks could get through the dust without wadin'. I looked like the janitor would'a looked, I reckon, if we'd had one! "My good man," sez she again, chokin' on the dust I was raisin' with my sweepin', "where would I find the chairman of your county board?" I never stops sweepin'; an' raisin' more and more clouds of dust, I sez to her, "I jes' been up to his office, Ma'm, and he ain't there!"

When a rural social worker understands somewhat the pattern and psychology of rural life, she can use some of the usual channels of publicity. In leadership at community councils she keeps to the spirit of rural living. Her speech, dress, and tempo of activity is gauged by the place, the people, the occasion. She is frank, sincere, detailed, thorough, vivid in her presentations. She leaves the responsibilities for decisions with the people, and, if she is intelligent, furnishes just enough leadership of an inconspicuous sort to get them working together cooperatively.

IN newspaper and radio publicity, the social worker bears in mind the feeling of rural people toward too much talk. In regions where practically all the people have suffered severe hardships, pathetic case stories are in bad taste. Tragedy and pathos come close to all of them, and they are not accustomed to talking about their own troubles or feelings. Rural people are like the two Englishmen who, in silence, were viewing a sunset in the Alps. Finally one of them said, "Not a bad sunset, that." "No," said the other, "but no need to get so bally sentimental about it."

There is really very little that a rural social worker actually can say in words to get help for tragic cases. Some of us have found the best way to gain the cooperation of a group is to ask some member of it to drive out with her to the home of the particular case. Not a word need be spoken; once the case is seen the neighborly response is immediate, substantial, heartwarming. The technique may not be according to Rule No. 711, but it gets results.

There are times when cases need to be interpreted to the rural community as a whole, but as a rule case committees, as city social workers know them, have not proved successful. The reason for this, it seems to us, is that the community as a whole is in itself a natural case committee by reason of everyone's intimate acquaintance with every one else and with everything that goes on in and around the town. Some of our workers do their best case committee work at women's clubs, sewing circles and card parties When a group of women meets to sew for missions, o whatever, the history and conduct of some of our problen clients are discussed with a freedom which would startl an orthodox case committee. By being present at some o these gatherings, the social worker can, if she is skilful drop a word here and there and lead the gossip around t points that she wants to emphasize.

It is generally good strategy for rural social workers t confer with people in the fields or in their homes, rathe than to try to get them into town for committee meeting A man on our staff used to carry his lunch in a paper pacl age when he went into the country on visits. He'd eat while he talked with a farmer in the field, or while th two of them sat and talked on the porch at noontime. Th quiet of the leisurely country noon hour is conducive to th discussion of pressing problems with a minimum of word Here again "jes' settin'" isn't all it seems to be.

Frequently we secure our best cooperation through ind rection, by personal contacts or friendly services. One our county directors got an operation for the mother the town twins by spending the evening in the swing the mayor's porch, talking town gossip with the mayo wife to the music of the katydids. Another worker w

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over the local newspaper by writing the obituary notices for the editor.

Some of our social workers have cashed in on chance happenings, taken with good will and humor. One of them still laughs about the day when a big burly farmer barged into the office with blood in his eye. He'd come after a work order, and was going to get it or "break every winder and pipe in the d— building!" Wishing to appear at ease until the man had finished his tirade, the worker teetered back in her chair. Zoom! the chair shot out from under her and she folded up between the wall and the desk. The man laughed, and she laughed; and after he had helped her up, they laughed some more. He apologized for scaring her and listened to what she had to say. Since then they've been the best of friends, and the man is now a staunch supporter of the welfare program.

A rural worker must have not only a clear social philosophy and know her social work techniques and programs but, if she is to interpret those techniques and programs and gain support for them, she must be knowledgeable about the physical setting and the state of mind in which they must be rooted. She must know more than a little about plowing, planting and marketing, about the granges, the 4-H clubs, the cooperatives, and the farm labor movements. She must know a combine from a threshing machine, a go-devil from a disc. She must know the life that goes through the barn door as well as what passes through her office.

It is said that when prosperity comes back, it will come through the barn door. Certainly, if rural social work publicity is to succeed, it must approach through the barn door of reality.

In-Service Training for Public Welfare

2. The Hows

By JOSEPHINE C. BROWN

Administrative Assistant, Works Progress Administration

IN the preceding article [see In-Service Training for Public Welfare—The Whys and Whats, page 310, *Survey Midmonthly,* October 1938] we looked at the possibilities of in-service training in building up the staff of a public welfare agency, and the type of training-on-the-job most useful to workers at various levels of academic and professional education.

Before going on to discuss the relative merits of various methods of in-service training it is necessary to clarify the relation of in-service training to day-by-day supervision within the agency. Here the most important factor is the view of supervision held by each member of the state field staff and by the supervisors in the local offices. Supervision may mean to these individuals merely the direction of the mechanics of the job, a checking up to see if rules and procedures are properly carried out, doing no more with the staff than to try to fit them into the complicated agency pattern. Such a concept of supervision has no room for the kind of in-service training that has been described. In fact, such a supervisor will have to change his whole concept and practice of supervision. He must first benefit by the type of education and training which is adapted to his own need and his particular job before he can use his supervisory function to stimulate and guide the growth of his staff members.

Supervisors who accept a teaching function and a direct responsibility for the development of their staffs as of the essence of supervision and organize their own work accordingly are already giving in-service training. They focus their supervision upon helping each visitor to develop knowledge and skill, and to attain freedom from the prejudices, conflicts and needs which limit his ability to make effective use of his knowledge.

No matter how much these supervisors are able to give their visitors, they will continue to need and want help themselves—to grow on their jobs, to improve their methods, to profit by the experience of other supervisors in the agency and outside, and to relate their work to the total function of the agency and to the community. And this additional knowledge and skill in a beneficent, not a vicious, circle will in turn be used by them in the development of their staffs.

This type of supervision is the most important of all the methods which can be used for in-service training. All other methods are either tools of supervision or auxiliary to the supervisory process.

When the many current names of methods (I have recently listed twenty-eight) are sorted out and the methods themselves reduced to their essentials, there seem to be three basic tools of in-service training: individual conferences, groups of various kinds, and written material (typed, mimeographed, printed).

The extent to which these three methods are used and the ways in which they are used should be determined by the subject matter to be taught and by the objectives of the teaching. Certain materials can be handled much better by one method than by another. The accessibility of the supervisor or teacher and of the staff members concerned must also be taken into consideration, as well as the pressures of the day-to-day job.

There is much to be said about the use of individual conferences and reading material, but perhaps it will be more helpful at this point to discuss some of the problems connected with the use of groups, as this method seems to have given rise to more confusion than either of the others.

Groups have been used for in-service training in a great variety of forms. The groups have been large or small; they have been made up of persons of similar background and interest, and of those differing widely in both. Groups have been formal, or informal, meeting occasionally or regularly for discussion or instruction which has been planned with a definite sequence, or to consider only immediate problems. The training period has ranged from less than an hour to a continuous six weeks' institute. The names applied to these groups are legion and seem to have no consistent relation either to form or content. In the

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variety of forms, staff meetings and every other type of meeting have been included; round tables of all kinds, classes and courses of any length and any variety of auspices. Most confusing of all, the name "institute" has been applied to almost every kind of group, meeting for any length of time, from part of a day to several weeks, under a variety of auspices, and with content ranging all the way from the discussion of a single topic to something comparable to a formal conference program.

IN using the group method, flexibility and variety have points, of course, but they should follow, not precede, careful planning which relates form to content. To assure the best results, the kind of group to be used must be determined in relation to both the material and the staff members involved. While this planning should obviously grow out of the needs of a particular staff, there are a few general considerations which seem worth noting.

Integration and simplicity will be promoted if the planning is based on the principle that the group method be used as a direct tool of supervision or as supplementary to the supervisory process. All the more useful forms seem to be variations of a few major types. These include the more or less formal staff meeting which has a definite administrative purpose; and the less formal staff group discussions which may be occasional meetings about a specific problem or meetings of the same group at regular intervals, with discussion topics planned in a definite sequence and with a definite objective in mind. There is also a place for the staff committee which has a specific assignment and makes its report to the group or to the supervisor as the case may be.

As a rule, better results seem to be obtained in a group made up of people who have fairly comparable education and experience. Also a succession of meetings of the same people at not too infrequent intervals proves to be, on the whole, much more satisfactory than to have a somewhat different group almost every time a "class" or a "discussion group" meets. A more formal method is the definite course or seminar given for a group of the staff as a part of in-service training and entirely under agency auspices. Although no academic credit is involved, it is important to make sure that the material to be taught and the qualifications of the teacher really justify the course. It is all too easy to attach this label to what is virtually a series of staff discussions.

The training unit or district is more than a group device. It is a concentrated and intensive use of supervision in a setting especially designed for the purpose. While potentially every form of in-service training can be given in such units, they have so far been found most useful for the orientation of new workers and their induction to the job over periods of a few weeks to several months. Such units seem to have great possibilities wherever qualified supervisors are available.

The question of institutes can be readily disposed of. Someone has defined an expert as a person who is a long way from home. I should like to define an institute as a mixed group of people away from home trying to learn a great deal in a hurry. Institutes of this description may have had value in an emergency program, though this is a debatable point. But clearly they have no place in a permanent program.

There are, however, other kinds of meetings often called institutes that may still be useful under certain circumstances. One of these is the staff meeting or discussion group extended over a day or more in some quiet place away from office interruptions. Or two or three courses may be pursued concurrently by a group of people giving all their time to intensive study for several weeks. The agency may conduct regional conferences in different parts of the state with planned programs for the staff, the general public, or both.

This discussion of conferences, institutes and courses brings up at once the question of auspices. What is the relation to in-service training of courses given by schools of social work? Of the state conference institute? Of the state conference itself?

The purpose of in-service training is to help the workers do a better job on the staff of the agency, and content and method are planned to that end. This being the case, it follows that the agency should be responsible for the content of specific training for its own job. Instruction and opportunities for development offered through other channels may have much value for the workers, but they would not be organized with reference to the work of the agency. Therefore, they are not to be considered in-service training.

This raises a question of the relationship between professional education and the development of an agency's staff. Every part of a worker's growth and development has a double reference. It has value to himself as a person, and it has meaning for his job. The primary purpose of professional education is to give the student professional insight, attitudes and skills. The agency for which he works benefits by that education, although this is of secondary importance as far as the worker is concerned. There would be less confusion on this point if all staff members had secured their professional education and become professional persons before their employment. But every bit of true education and training, from whatever source, benefits both worker and agency. The primary purpose and the content would determine, it seems to me, the category of each learning experience.

THERE are three general avenues of development for a member of an agency's staff. The first is professional education. Here the agency's responsibility is to give the worker educational leave. The school of social work, not the agency, is responsible for content. The second is the threefold in-service training described above, for the content of which the agency alone is responsible. Least important of the three are the miscellaneous means which the worker uses on his own responsibility, largely on his own initiative and primarily for his own advantage as a professional person. In this category come much of his reading, his attendance at conferences, and the courses he takes which are neither under the auspices of his own agency nor accredited by a school as part of his professional education.

In-service training, then, is that part of staff development for the content of which the agency is entirely responsible. For this reason it is essential that the agency provide the adequate supervision which is the foundation of an in-service training program. On the field staff and in local units there should be supervisors who are adequate in professional equipment, experience and number, to meet the needs of the entire staff. Constant strengthening of supervisory lines is of vital importance to a public welfare agency which intends to fulfill its obligation to the government, to the public, and to the men, women and children of the state who are in need of assistance.

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Here in Washington . . . By The Survey's OBSERVER

STRONG support is developing on Capitol Hill for an amendment to the social security act to require states to administer federal funds for public assistance and unemployment compensation under merit systems. The present act limits the federal authority relative to the "selection, tenure of office, and compensation of personnel." The Social Security Board recently has put under civil service its entire personnel, from executive director right down the line to messengers, and has abolished the exempted classification of experts.

More than twenty states already have established some type of merit system with technical aid and encouragement from the Social Security Board, but in a number of others the situation is bad. Scandals are brewing in at least five states where there is reason to suspect gross and flagrant misuse of the public assistance and unemployment compensation programs by state officials for personal and political reasons. The lid probably will be blown off by Senator Sheppard's committee to investigate campaign expenditures, which is quietly gathering the facts.

Because of the fact that the board has one of the cleanest records of any federal agency with respect to personnel, groups interested in the extension of the merit system undoubtedly will rally to support this amendment. It is felt that the stake of the federal government in this program, amounting annually as it does to over $200 million for public assistance and involving the expenditure of around a billion dollars for unemployment compensation, is too great to allow any state administration to use it as a political football. There is a growing realization that an effective job can be done only by qualified people. Having required that federal personnel be selected by the merit system, congressmen can scarcely justify the expenditure of federal funds by the states without regard to the competence of the persons handling them.

In estimating the possibility of such an amendment being enacted, two significant facts should be borne in mind. First, most governors want to become senators. Second, most senators want to remain senators. A number of senators are beginning to realize that unless they can prevent the political misuse of federal grants-in-aid by state administrations they will create a Frankenstein that will destroy them.

In the light of these circumstances, it is not difficult to understand why Senator McKellar of Tennessee introduced a bill at the last session to require that state funds must be administered in accordance with a merit system. He had good reason to want it made clear to the people of his state that these federal-state programs were not subject to political domination by his ex-friend and bitter enemy, Governor Browning. McKellar's bill eliminated the present restriction and substituted a requirement that state plans must include "methods for the selection of personnel on a merit basis." Senator Byrnes of South Carolina introduced a bill with substantially the same provisions.

When idealism and practical politics are united, they form a powerful combination.

If It Works

ANOTHER shot at the perennial paradox of privation in the midst of plenty is shaping up in Secretary Wallace's proposal to use government funds to finance a production-for-use program to clothe the ill-clothed "one third" with some of the seven million bales of cotton that the government has on hand. As a proposal to clothe the poor this probably wouldn't get to first base, but when this humanitarian motive is combined with the political necessity of doing something for cotton planters it becomes a matter worth watching. If it works with cotton, it will be extended to other farm surpluses.

Amendment Parade

DURING the last session it was generally understood that the President was unwilling to open up the social security act to any amendments whatsoever, not even non-controversial technical changes. The situation will be different in 1939. Certain changes are imperative and for obvious reasons Mr. Roosevelt will want them out of the way before 1940, an election year. Groups of every description, from Indians to social workers, will raise their voices in clamorous cries to Congress for special consideration. Serious discussion is centering around some of the following proposals.

INDIANS: An amendment authorizing federal grants to states to pay all the cost of public assistance to Indians was introduced during the last session by thirty-two senators led by Senator Hayden of Arizona. They will be on the warpath again next year.

TRANSIENTS: Scarcely less anguished will be the cries from California, Arizona, Florida, and other states having heavy non-resident burdens, for federal aid for non-residents.

EQUALIZATION: From the South, "the nation's number one economic problem" will come cries of righteous indignation over the fact that under the present fifty-fifty distribution of federal public assistance, the wealthy states get a lot of federal money and the poor states get very little. New York State, for example, gets $11.84 a month per aged recipient, Mississippi, $2.48. Serious consideration will be given to a formula which would increase the federal contribution to the poorest states.

AID TO DEPENDENT CHILDREN: A feeble wail from dependent children, who, of course, do not vote, and a good roar in their behalf by militant pressure groups will compel serious attention. It seems probable that the federal contribution for aid to dependent children will be raised from one third to one half with a possibility that the $18 and $12 maximum provisions will be eliminated.

DIRECT RELIEF: Efforts to obtain federal grants to the states for direct relief will come from strange bedfellows; liberals who wish a more comprehensive program, and conservatives who see it as a possible way of smashing WPA in favor of "cheap relief."

HEALTH INSURANCE: The general feeling is that the question is not whether there will be health insurance, but what kind. Certainly some sort of program for more adequate health protection seems inevitable.

OLD AGE INSURANCE: Payment of old age benefits on July 1, 1939 or on January 1, 1940, is considered economically sound and, with an election coming in 1940, politically expedient. Coverage for survivors is being carefully studied.

FARM AND DOMESTIC WORKERS: Extension of both old age insurance and unemployment compensation to farm and domestic workers will be demanded by labor groups. The general feeling among experts in Washington is that the technical and administrative difficulties which caused the exclusion of these groups when the social security act was passed are not insurmountable and that these people can be protected, probably through a stamp system such as is generally used in Europe. Although few people realize it, extension of coverage is necessary to protect the reserve fund, as there are at present loopholes in the act which would permit almost everyone in the country

(*Continued on page* 362)

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The Common Welfare

The Wheels Turn

WITH 45,000 inquiries from employers to the administrator, a steady flow of definitions and rulings from the Washington office to business and industry, the wage and hour division of the U.S. Department of Labor on October 24 swung into the task of administering the new fair labor standards act. [See page 355.] It is estimated that the minimum wage provision of 25 cents an hour directly affects only about 750,000 of the nation's eleven million wage earners, most of them in southern garment, textile, lumber and fertilizer industries. A larger number—some 1,500,000, according to official estimates—come under the hours provision, fixing a 44-hour maximum work week in covered industries.

From various sections during the first week the law was in force, came reports of workers made jobless by discharges and shutdowns in substandard industries, where compliance with the law was held "ruinous" by employers. Among such enterprises were the Texas pecan shelling industry, with some 5000 employes, several southern sawmills and a number of tobacco stemming plants. Hearings in a recent strike of pecan shellers showed prevailing wages of 6 and 7 cents an hour.

After widely published threats of large scale layoffs, both Western Union and Postal Telegraph delayed drastic action pending a ruling from Washington on their applications to have messengers excepted from the minimum wage. Other business groups which have requested similar exemptions are: U.S. Sugar Beet Association, American Bankers Association, American Newspaper Publishers Association, National Paper Box Manufacturers Association. A request for exemption of stockyards employes was denied. Western Union has signed an agreement with its employes' association guaranteeing compliance with the hours provision of the act, without wage reductions.

Elmer F. Andrews, administrator of the wage-hour law, states, "Employers generally have indicated their desire to comply with the law."

Governor *vs.* Board

WHEN, on October 1, the Social Security Board shut off Ohio's old age assistance funds "for cause," Governor Martin L. Davey refused to permit the state division of aid to the aged to comply with the board's suggestions, declaring that the board itself was "playing politics." At this writing, three weeks later, the Cleveland *Plain Dealer* reports indications of "the governor's capitulation in behalf of the pensioners." Pressure has been brought to bear by spokesmen for Ohio's 112,000 recipients of old age assistance and by legislative and civic groups to force "a showing that . . . there is no longer a failure to comply substantially with the provisions of the social security act," without which no further funds for old age assistance will be available to the state. The findings on which the board based its decision were announced September 30, following hearings in which Ohio officials refused to participate. [See *Survey Midmonthly,* October 1938, page 315]. According to these findings, Ohio's administration of old age assistance has been marked by inefficiency, delay, violation of personnel provisions of the state plan, political manipulation, defective accounting and reporting, inadequate provision for handling grievances and complaints. In making its findings public, the board pointed out that since it is the practice in Ohio to send out the monthly pension checks after the middle of each month, "there is ample time . . . for the chief of the Ohio division of aid to the aged to make the necessary improvements in administration . . . as required by both the social security act and the Ohio law."

Governor Davey's stand has delayed these administrative changes, and the outcome, as regards the next pension checks, is in doubt. Meanwhile, State Auditor Joseph T. Ferguson, according to the *Plain Dealer,* is threatening "to hold up the governor's salary and refuse to pay bills for maintenance of the executive mansion 'until the pensioners get their money.'"

Liquor and Reason

A PARADOX of human life is that, although its advances all have been achieved through knowledge, it continues attempting to beat off menaces with sentimentality. Though the liquor problem is as old and seemingly as inscrutable as the sphinx rarely if ever has it been explored with the cold light of reason. Such a light is now to be cast by the American Association for the Advancement of Science which has formed a Research Council on the Problems of Alcohol to study the problems relating to liquor and its control, and to formulate the results in a program of public education. Having seen the failure of both prohibition and repeal in the mounting incidence of alcoholism and highway accidents due to liquor, the association has noted a lack of a "well-organized body of facts" on which to base action. Composed of a hundred scientists and educators the new council will seek factual knowledge concerning the effects of alcohol on the individual and society as well as the effectiveness of tried and proposed legal and industrial measures of control.

In its work the council promises to be completely unbiased but not spineless. In other words, it "will not arrive at conclusions based on assumptions or prejudiced opinions," and it will publish its findings for purposes of public education whether they are "favorable or unfavorable to the use of alcoholic beverages." Point of departure in the whole program is the conscious emphasis on education rather than propaganda—education being strictly scientific as opposed to moralization.

Housers Multiply

SIX years ago a housing official in the U.S.A. was like the proverbial needle in a haystack—hard to find. Last month nearly five hundred men and women attended the sixth annual conference in Washington of the National Association of Housing Officials—city, state and federal. The discussions, shared by many non-official persons whose professional interests accounted for their presence, reflected absorption with going programs and the removal of public housing from the plane of pure theory. Clearly evident was the realization that the honeymoon days of housing

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are over and a frank facing of the fact that past mistakes—be they ever so forgivable—must not be repeated. Reports from federal agencies, twenty local housing authorities, and public officials in the welfare, health and civil service groups indicated remarkable progress in the programs of subsidized as well as unsubsidized housing, and a growing appreciation of the close relationship of housing to other social and economic problems.

A veritable eight-ring circus of answers relating to various aspects of the problem was offered by as many simultaneous round tables: What can be learned from studying and analyzing past local authority experience as to organization and procedure, practices and policies; as to public relations and publicity for housing agencies, housing standards and costs, financing methods, quasi-public agencies, neighborhood rehabilitation, demolition, housing management, housing surveys? Lively discussions and healthy disagreements showed that although certain principles have crystallized, continuing research is essential. In the management field there seemed to be remarkable similarity of experience and general agreement that public housing programs must fit local situations, that cheap ways must be found for going ahead to provide adequate homes. Opposition to public housing, now comparatively dormant, will remain so only so long as the program meets suitably a need otherwise not met.

The APHA Speaks Up

POWERFUL support has been given the program of the National Health Conference [see The Unserved Millions by Helen Hall and Paul Kellogg, *Survey Graphic,* September 1938] by the action of the American Public Health Association at its meeting in Kansas City, Mo., last month. The association expressed by resolution its "unanimous satisfaction in the further evidence of the effective interest of the federal government in the health of the nation," and endorsed:

> . . . the recommendations of the technical committee of the National Health Conference providing for federal aid to the states for the construction of additional hospital facilities, the provision of essential medical and nursing care, and hospital care as required, to persons unable to support such care from their own resources, and the compensation against wage loss incurred through sickness.

With the single cautious reservation that, "In the initiation and development of the program, wide latitude should be given to the state in the definition of the population to be served and the method of providing medical service," the association pledged itself "to use all its professional resources and such influence as it has earned through sixty-eight years of development and leadership in public health to aid governmental agencies in accomplishing these statesmanlike objectives." It offered its cooperation to such agencies, expressed its readiness to "collaborate with other professional and scientific organizations having similar principles and objectives," and authorized the appointment of a committee for cooperation "to the end that these principles may be translated into effective action."

Leaders of the APHA were generally sanguine that differences with the American Medical Association over the health program are in a fair way to being reconciled, particularly if the installation of proposed services proceeds "gradually and experimentally." Small sympathy was expressed for fears of "bureaucratic, costly and political" administration, and of "pills-and-bottle" standards of diagnosis and treatment. Said the president-elect of the APHA, Dr. Edward S. Godfrey, commissioner of health of New York State:

> Standards in the last analysis are in no more danger under government organization than under private organization. It is again a question of leadership and administration. It may be good or bad, whether it is government or private.

The Court Denies

LAST month the United States Supreme Court tied another knot in the tangled skein of the Mooney case. The court denied a writ of *certiorari,* thus barring a review of the case by the highest court. Tom Mooney, a Pacific Coast labor agitator, was sentenced to death for the murder of a victim of the Preparedness Day bombing in San Francisco. Much of the testimony on which the prosecution hinged was later proved to be perjured. Mooney's sentence was commuted to life imprisonment, and for twenty years his cell in San Quentin has been the focus of agitation by groups which seek to use the case as propaganda tinder, and by other groups which see in Mooney's continued incarceration a blot on the country's legal system and a threat to American civil liberties.

Mooney's counsel has now moved for permission to renew a three-year-old application for an original writ of *habeas corpus.* It will probably be some weeks before the U.S. Supreme Court answers this petition. Meanwhile, Mooney and many of his supporters await anxiously the California election returns. Culbert Olson, Democratic nominee for governor, championed the prisoner's cause in the state legislature and is believed to favor a pardon.

Minority Note

TWO court items appeared one bright October morning in the inner pages of a New York newspaper. One told of the dismissal of manslaughter charges against the superintendent of a Pennsylvania reformatory where a nineteen-year-old Negro inmate died in a closed cell last Christmas, suffocated by tear gas. Said the judge: "The superintendent cannot be held responsible for some underling or warden who breaks the law." The other item told of the sentencing to life imprisonment in a Louisiana penitentiary of a twelve-year-old Negro boy guilty of having shot, a year previously, a white boy who "had been playing with a slingshot near the Negro's home."

And So On . . .

RISING to new heights of circumspection, a Social Security Board press release in a single paragraph ventures news that is "expected soon to become," "considered," "intended," "reported as progressing toward," "said to be considering," "reported as likely to effect," "said to be probable." • • Joseph H. Willits, dean of the Wharton School of Finance at the University of Pennsylvania, has been elected director of the division of social studies of the Rockefeller Foundation. He succeeds Edmund E. Day, now president of Cornell University. • • With appropriate ceremonies the *S.S. Erica Reed* set sail on November 1, loaded with relief supplies valued at some $300,000, the gift to loyalist Spain of the Medical Bureau and North American Committee to Aid Spanish Democracy. Edith Abbott of Chicago, Harry Greenstein of Baltimore and Paul Kellogg of New York were co-chairmen of the social workers committee that helped raise funds for the ship.

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The Social Front

Concerning Children

CHILD-CONSCIOUS were the legislatures of forty-six states in 1937, as can be seen by a glance at a compilation of the U. S. Children's Bureau entitled Child Welfare Legislation, 1937. Preponderant were laws passed to cooperate with the federal program providing for aid to dependent children and child health services. Handicapped children received special attention from the legislatures, thirty-one making provision for the care of crippled children, and twenty-two for the treatment of mentally diseased minors. Liberalized birth certificate laws in thirteen states reflected a tendency toward the protection of the illegitimate child. Tightened marriage laws in eight states aimed to prevent child marriages. Forty-three of these child-protecting states held regular legislative sessions in 1937, three had only special sessions. The legislatures of Mississippi and Louisiana, the only states where child welfare did not receive some legislative boost, had no regular meetings during the year.

Racial Tragedy—The burden of color is nowhere heavier than on neglected or delinquent children. In New York City facilities for their care are so limited that curtailment of intake of Negro Protestant children by several agencies has added a further handicap to them. Only the Children's Aid Society reports progress in Negro foster home care, and this is for a selected group—boys between thirteen and sixteen confined in the New York State Vocational School, for whose placement the 1937 legislature appropriated $10,000. It is readily admitted that many Negro boys have been committed to this school, not because they are really delinquent but because of a lack of any other means of caring for those who are neglected. Finding the situation reaching the proportions of an emergency, the New York City Department of Welfare has delegated two Negro workers to investigate foster home resources.

Illinois Asks Why—When the total population of institutions in Illinois rose from 39,631 in 1930 to 50,078 in 1937, the Board of Public Welfare Commissioners decided to find out why. It didn't make sense to go on increasing institutional care at the rate of almost 1500 a year without going back into local communities to find out who these people were and how they lived.

Study seemed indicated, and the board decided to begin with the St. Charles School for Boys, where the population curve suggested interesting possibilities. Overcrowding at St. Charles was nothing new. Normal capacity is 650, but boys were sleeping on the floor in cottage dormitories back in 1930, as they are today. From 1930 through 1934, however, the curve dipped sharply downward. In January 1935 the population had reached an all-time low of 379 boys. From 1935 through 1938 it rose steadily. By December 1937, there were 771 boys in residence.

The Department of Public Welfare, meeting the immediate situation by cutting down new admissions, assigned John Kahlert, research assistant of the child welfare division, to the job of satisfying the curiosity of the commissioners. Mr. Kahlert has analyzed the records of the boys committed to St. Charles in the last six months of 1937, and compared them with those of boys committed during the same months of 1934. He visited the counties where increases in commitments have been unusually high, talked with the families of these youngsters and interviewed county officials and other interested people. His recent report merely whets the curiosity of the Illinois Board of Public Welfare Commissioners, who still want to know:

Why—do colored boys make up 28.6 percent of these commitments, when the colored population of Illinois is only 4.3 percent of the white? Isn't this a shocking indication of the lack of resources for colored boys who are in danger of getting into trouble?

Why—is there an increase in the number of younger boys? Are they being committed before they have done anything serious enough to bring them to the attention of the criminal courts? No more boys are being sent to penal institutions than in other years.

Why—did the population curve of St. Charles hit that all-time low during the year when public relief in Illinois was more nearly adequate than ever before or since?

And why—isn't this increase of delinquency commitments in Illinois reflected in the rest of the United States? Children's Bureau figures from 1934 through 1936 show no such national increase. Is it possible that Illinois is slower than other states in developing local services for children?

Where do the public schools fit into this picture? What about probation services? Recreation programs, public and private? Would services to dependent children under the social security act relieve the pressure? The curiosity of the Illinois Board of Public Welfare Commissioners is far from satisfied. Its executive secretary, Olive Chandler, calls Mr. Kahlert's report "a study to prove that we need more study." It will be followed up, in the near future, by intensive work in Cook County, whose boys make up about half of St. Charles' population, and by another study based on the boys' own stories. After that, the board will turn its attention to overcrowding in other state institutions. It plans to go on studying until it knows why.

Increase—Aid to dependent children reaches 56 percent more families in Boston than it did a year ago, touching 46 out of every 1000 children. The change in state policy in the interpretation of "temporary need" caused by the desertion, physical incapacity, or prison sentence of the wage earner, as covering a six months' period where formerly a full year was involved, is probably a large factor in the increase. The Boston ratio of children receiving aid is more than twice as high as the ratio for the state as a whole.

For Crippled Children—Emphasis on the vocational education of the crippled child and on research are stressed by the Nemours Foundation for Crippled Children which plans to open its new one hundred-bed hospital, now under construction, in the fall of 1939. The foundation will also sponsor graduate instruction for persons interested in education of the crippled child. Facilities of the hospital will in the beginning be open only to the crippled children of Delaware where it is estimated there are approximately 200 in need of hospital care. After the hospital is opened it is planned to build separate cottages for the convalescent school children, and eventually a school building. The research program will coordinate work on laboratory and clinical problems and will have available for its study a certain number of the hospital beds. Four fellowships for research in crippling diseases of childhood have already been established by the foundation in selected medical centers.

In Print—A Historical Summary of State Service for Children in Alabama; A Historical Summary of State Services for Children in Massachusetts, Parts 3 and 4 of Publication 239 of the U. S. Children's Bureau.Detailed presentations of the growth of child care programs in the two states from the middle of the nineteenth century until 1934 when stud-

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ies of the existing services in each of the states were made by representatives of the Children's Bureau. Both programs show their greatest development since the twenties, much in fact since 1930, but differences are as marked as is the growth of two individuals. The publications are primarily intended for students of public welfare administration. . . . Thirteenth annual report of the orphan section of the Duke Endowment, Charlotte, N. C., showing assistance granted to forty-three child caring institutions during 1937, twenty-seven in North Carolina and sixteen in South Carolina. The average annual per capita cost in the institutions was $304, an increase of 12 percent over the 1936 average. Food, clothing, education and salaries account for 72 percent of the cost; replacement and repair, health, fuel, light, power, ice, water, insurance, interest, and recreation divide the rest.

Old Age Insurance

ANY worker who wants a statement of his old age insurance account can now obtain it from the Social Security Board. The statement will show the wages credited to the worker for 1937, on the basis of the reports made by his employer. Postcard forms can be obtained from any field office of the Social Security Board, and their use will expedite a reply. John J. Corson, director of the Bureau of Old Age Insurance, states that more than 12,000 such requests have been answered, and that in only a negligible number of cases has the worker complained that the statement failed to show all the wages paid him during 1937 in covered employment.

First Figures—The importance of social security records as a source of data on wages and employment is underscored by preliminary analyses of old age insurance figures. According to the reports of the two six-months' periods of 1937, there were approximately 1,700,000 returns from employers. These presented individual wage reports for each employe. For the first period, there were 35,700,000 such wage items, aggregating $14 billion, according to a recent release from the Bureau of Old Age Insurance; for the second period, 37,100,000 items, aggregating $13.9 billion. (These are preliminary, not final figures). It is estimated that the wage items represent about 32,500,000 different persons, or approximately 60 percent of the gainful workers in the country. The statement warns that, because the number of individuals represented and the varying amounts of employment per individual are unknown, "the average amount of these employe wage items has no significance."

The present data strikingly show the extent to which industrial and commercial employment and earnings are concentrated in large business concerns. Some 0.2 percent of the employer returns listing 1000 or more wage items account for nearly one third (32 percent) of all such items, and for an even larger share—38.7 percent—of the aggregate amount of reported taxable wages. The largest concerns included—those listing 10,000 or more individual wage items for the period—represent less than one twentieth of one percent of the reporting employers, but they represent 12.3 percent of the total number and 16.4 percent of the total amount of the wage items.

Age and Sex—A 10 percent sample of the more than 36 million applications for social security account numbers received before January 1, 1938, shows that more than 40 percent of all account cardholders are under thirty years of age, more than 54 percent under thirty-five. The median age is thirty-three. One fourth of the social security account numbers have been assigned to women. This is larger than the proportion of women wage earners enumerated in the 1930 census, where they constituted only 22 percent of the gainfully employed. In the age group twenty to twenty-four years (18 percent of the total) nearly two out of five are women. Approximately one fourth of all women holding account cards and a little less than one sixth of all men are in this age group. About 2 percent of the women and 5.3 percent of the men holding account numbers are sixty years of age or over.

MARY L. GIBBONS

For the first time in its twenty-eight-year history the National Conference of Catholic Charities, which met last month in Richmond, Va., chose a woman for its president. Miss Gibbons is first deputy commissioner for New York City of the State Department of Social Welfare. She was formerly supervisor and later director of the division of families of the Catholic Charities of the Archdiocese of New York, with a three-year interval as director of the City Home Relief Bureau.

Record and Report—A brisk summary of both sides of the argument as to the old age reserve is offered in the weekly information bulletin for September 24 of the department of research and education, Federal Council of Churches, 297 Fourth Avenue, New York. . . . Alanson W. Willcox of the Social Security Board offered a detailed defense of the reserve provisions of the security act in *The Annalist,* August 17, 24, and 31. . . . In Funds for the Future, in the *Atlantic Monthly* for August, Thomas H. Eliot, former general counsel for the Social Security Board, discusses the old age reserve and the general policy behind it.

Compensation

PAYMENTS for unemployment insurance benefits for the first six months of 1938 exceeded current contributions deposited by the state agencies in the unemployment trust fund in twelve of the twenty-five states paying benefits during this period, according to a recent security board release. A table in the last (September) issue of the *Social Security Bulletin* shows total contributions to the fund during this period of $748,813,895.53; total withdrawals of $195,720,000. The balance in the unemployment trust fund as of June 30 was $881,868,479.16.

"Undeliverable" — Unemployment benefits checks which cannot be delivered because of faulty address are a frequent source of inconvenience to jobless workers and to compensation administrators, particularly in large urban areas. Thus in New York, fifty to a hundred checks are returned daily, to be cancelled unless a better address can be provided. Unemployment insurance administrators urge that a claimant keep the post office and his local employment service office informed at all times where he can be reached.

First Drop—The amount of benefits paid during July decreased 8 percent, the Social Security Board reports. This was the first significant decrease since payments began, and was accompanied by a drop of 21 percent in the number of initial claims for benefits filed in states which had paid benefits in June. Reemployment and fewer layoffs are seen by the board as "significant factors underlying these decreases," though "exhaustion of wage credits of workers who had been receiving benefits must also be considered as a factor contributing to the reduction in the amount of benefits paid." The average July payment for total unemployment in eighteen states for which

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data are available was $10.90 a week, ranging from $7.44 in Tennessee to $12.65 in Utah. Payments for partial unemployment averaged $5.72.

Lawsuit—What is believed to be the first case of its kind was brought before a justice of the municipal court in Brooklyn, N. Y. by Sylvia Davis against her former employer, John Mullins and Sons, Inc., for $1000 damages, alleging that the firm failed to pay in her behalf the amount required by the unemployment insurance law of the state. According to the Brooklyn *Eagle,* motion of the defendant to dismiss was denied, and the case is expected to come to trial within a year.

Prison Congress

NEW president of the American Prison Association is Austin H. MacCormick, commissioner of the Department of Correction of the City of New York, elected at the association's recent congress in St. Paul, Minn. Forty-two states, the District of Columbia and Canada were represented at the meeting where 575 delegates registered. The sessions, particularly those of the Warden's Association, were well attended and gave rise to eleven resolutions, stars for the wagons of all interested in prison work.

A. H. MacCormick

Brightest was the star of personnel standards. The same emphasis on qualified, trained personnel found in all the fields of modern social work was constantly expressed throughout the sessions. That the importance of this is realized by the personnel itself was vividly portrayed in a short speech by a prison guard, Jean S. Long of Wallkill State Prison, New York, given from a paper which won the first prize in a competition among the personnel of the New York State Department of Correction. Mr. Long spoke of the guard as the link between the penal specialists and the prison inmates, who must therefore not only be familiar with but also must believe in the program of rehabilitation.

Particular stress was laid in the sessions and in the resolutions on the training of probation and parole officers. The greatest weaknesses in parole programs were found to be inadequate personnel and financial support, usually to be laid at the door of politics. Because of this there was a real clamoring for the spread of the merit system, and a merit system without loopholes. Belief in parole as an important part of the correctional process was reaffirmed while a resolution deplored the "indiscriminate attacks" being made against it as "tending to inflame and confuse the public mind."

In the midst of the congress appeared a new-born organization, the National Jail Association, which grew out of the standing committee on jails. Prompted by the deplorable conditions of the county jails throughout the country where two thirds have been found unsatisfactory by the Bureau of Prisons of the federal Department of Justice, the new association aims to develop a mature system for the custody and care of persons necessarily confined to jails. Its first president is Warden Richard A. McGee of the Penitentiary of the City of New York.

Prison labor received much attention at the conference though the outlook is conceded to be gloomy. Idleness is increasing in spite of the efforts of prison officials to provide employment. Suggestions were made for federal subsidies to aid the expansion of prison industries though these suggestions were not embodied in the resolution which urged the extension of prison employment "within the structure of existing legislation" and "a searching study . . . to determine whether or not this legislation is serving the best interests of the taxpayer and the public generally." The value of prison labor not only in preventing the human deterioration that grows with idleness but also in offering a means of rehabilitation was strongly emphasized in the address of Sam A. Lewisohn of the New York State Commission of Correction and member of the board of the National Prison Association.

That the prisoner is no longer just a number but is beginning to be recognized as an individual was evidenced by the interest shown in discussions of case work and classification. These meetings particularly brought out the need for a practical program of classification.

Closing feature of the congress was an observation trip to the Minnesota State Reformatory at St. Cloud.

Youth and Education

HARVARD University is undertaking a long time study of "the forces that have produced normal young men," using funds made available through the William T. Grant Foundation. The study, in which groups of students will participate voluntarily, is described as "a new type of medical research" which will "use existing and generally accepted methods applying them to the study of the total constitution and personality of well, successful young men." The study will continue for at least five years, and will be confined to "normal" young men. The term "normal" for the purposes of the study is defined as "that combination of sentiments and physiological factors which *in toto* is commonly interpreted as successful living." It is believed that the study will give the participants new insight into their own abilities and interests, and that it will constitute a "positive attack" on the problem of "keeping well" and "doing well." The study will deal with heredity, constitution, family life, school life, and other individual factors.

Circuit Riders—A complete freshman college-credit course is being offered this semester in sixteen Wisconsin cities by members of the faculty of the university extension division. Each participating instructor teaches in four or five cities, usually remaining one day a week in each city to which he is assigned. The program was set up to enable highschool graduates who are precluded from going away to college to continue their education at home at little cost. In four of the sixteen centers, sophomore courses are also available.

Community and Schools—As a first step toward building better understanding between the school and the community, the New York City Board of Education has arranged a special course for teachers and supervisors in the schools of Harlem, the great Negro "city within a city." Teachers and supervisors will meet once a week with leading social, religious and welfare leaders, to discuss Harlem problems and analyze the needs of the neighborhood. Questions to be studied include housing, recreation, juvenile delinquency, racial prejudice. A series of similar studies will be undertaken next year "to bring the teacher into more intimate contact with the community in which he or she teaches."

Placement and Guidance—Since March 1936, the junior employment division of the National Youth Administration has placed 128,732 young people in private industry. Special employment services for youths in 101 cities in thirty-six states are provided through NYA. Up to September 1, 1938, the division had registered a total of 343,578 young job applicants, 63 percent of them between the ages of eighteen and twenty-one, 27 percent under eighteen, and 10 percent between twenty-one and twenty-five. Two thirds of the registrants had worked before. The largest group—44 percent—were highschool graduates; 20 percent had only an eighth grade education; 35 percent had had some highschool training; only one percent were college graduates. . . . In addition to placement, the junior service has conducted more than 900,000 interviews with registrants for the purpose of providing vocational guidance and advice.

As a means of providing more accurate occupational information, nine states are making industrial studies, covering more than eighty occupations. The studies, prepared in pamphlet form, give de-

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tails as to training, required skills, opportunities, rates of pay, legal regulation and so on, in the various fields of work. A number of these studies are now available, notably in Illinois, Kentucky and Texas.

Jobs and Workers

THE Rust Brothers, Tennessee inventors and manufacturers of a mechanical cotton picker, are continuing their effort to make the machine socially desirable instead of the cause of technological unemployment and distress. They now state that their first scheme —to refuse to sell the machine except to buyers who would guarantee minimum wages and maximum hours—was impractical. Instead, they are endeavoring to make their own factory a model plant, and they have set up the Rust Foundation through which the profits of the enterprise will be used to rehabilitate those thrown out of work by the machine.

Curb for Unions—California will vote this month on a state-wide initiative measure to regulate strikes and picketing. The proposal is even more drastic than the local ordinance recently adopted by Los Angeles voters by a vote of 199,000 to 152,000. It would outlaw sit-down strikes; define lawful and unlawful picketing, boycotting and display of banners and establish regulations for their use; prohibit coercion or intimidation of non-union workers by union members; forbid unions to interfere with the freedom of highways, docks, wharves and other public places.

Profit-Sharing—A special Senate committee which is making a national survey of profit-sharing, pension and bonus systems, finds that 4000 corporations have such schemes in operation. The survey was authorized by a resolution introduced by Senator Vandenberg of Michigan, who is a member of the three-man study committee. About 700 of the business concerns already questioned have supplied the committee with complete details of their plans. With its report, the committee is expected to make suggestions for legislation to compensate through tax rewards the employers who share profits with employes.

Minimum Wage—A basic minimum hourly wage of 35 cents and a minimum weekly wage of $14 for forty hours for women and minors in the candy factories of New York State were recommended by the Confectionery Wage Board. The first public hearing on the report was held November 1. Figures embodied in the report show that, according to a study of 3968 women workers in the industry, the average wage of those who had twenty-six or more weeks of employment in 1937 was $12.59. There are 257 candy factories in the state, with a total of more than 12,000 workers, of whom 6397 are women. . . . The third industry for which a minimum wage board has been appointed in Connecticut is that of cleaning and dyeing, with about 700 women employes in the state. A preliminary study showed that 11 percent of the women receive less than 25 cents an hour during the busy season, 60 percent less than 35 cents. . . . Louisiana is the twenty-fifth state to enact minimum wage legislation. The law, approved in late summer, creates a minimum wage division within the Department of Labor and empowers it to set wage standards for women workers, except in domestic and farm employment. The law does not apply to cities with fewer than 10,000 inhabitants, leaving only eight cities in which the measure operates.

Wage and Hour—The new federal wage-hour act went into effect on October 24. [See *Survey Graphic,* November 1938, page 538.] Elmer F. Andrews, former industrial commissioner of New York, heads the new agency set up within the U.S. Department of Labor to administer its provisions. Paul Sifton, Mr. Andrews' assistant in New York, is deputy commissioner. Prof. Calvert Magruder of Harvard Law School heads the legal division, and Major A. L. Fletcher, formerly North Carolina labor commissioner, is in charge of cooperation and enforcement. A third section, research and service, has not yet been organized. Beatrice McConnell, head of the industrial division of the U.S. Children's Bureau, is administering the child labor sections of the law.

So far as possible, administration will be through existing state and local agencies. The Washington office contemplates eventually a staff of about a thousand members. Enforcement and inspection will be delegated largely to state labor departments. Administration will be decentralized through twelve regional offices which have already been established. [See *Survey Midmonthly,* July 1938, page 244.]

WPA

STRETCHING its remaining $760 million until March is the job of WPA administrators, recently informed of a Presidential warning that the funds appropriated by Congress in June must last out the period for which they were allotted. Though expenditures have averaged nearly $200 million per month since the appropriation was made, and the WPA rolls have reached a record high of 3,130,000, Deputy Administrator Aubrey Williams, to whom the warning was issued, refuses to be discouraged, finds encouragement in the prospects of increased private employment. "It can be done," said Administrator Harry L. Hopkins.

Reserves—Seeing the WPA as a great warehouse in which skills and labor are kept fresh for use in private industry, Lieut. Col. Brehon B. Somervell, New York City administrator, has launched an extensive program to educate the business man as to the value of the WPA worker, as well as to restore the latter's morale. That outside prejudices are a great factor in keeping the relief worker out of private employment was shown in the results of a questionnaire sent to representative employers. Overwhelming yes's in reply to the question of whether a WPA background militated against a worker's possibilities of employment revealed the business man's view of WPA workers as shiftless undesirables, and prompted Colonel Somervell's plan for a public relations program to embrace newspapers, motion pictures and the radio. A twin to this outward program is the plan for an expanded employe service to include training courses for executives and supervisors, in-service training for workers desirous of learning or improving skills, and an "idea market" through which employes who submit suggestions for improved efficiency may receive promotional credit. There are close to 175,000 WPA workers in New York City.

Splits—Labor's new disease of discordant unions has spread to the field of unemployed and relief workers, formerly vocal only through the Workers Alliance, but now possessing three voices. Newest is the WPA Employes Association of America, organized less than a fortnight after the formation of the Federal Project Workers of the AF of L. The latter, open only to workers on the white-collar and arts projects, is a section of the American Federation of Bookkeepers, Stenographers and Accountants. The former has no affiliation but seeks to embrace a wider field including laborers and white-collar workers alike. Both new groups have been set up with the avowed purpose of representing the "great majority" of WPA workers who have remained silent because the tactics of the "radical" Workers Alliance were unacceptable to them. Testimony at the Dies committee hearings as to the communist "color" of the Workers Alliance is said to have given impetus to the formation of the rival organizations.

Head of the AF of L group is Hubert Malkus, former member of the alliance who balked at the "disproportionate time" spent at non-union activities. The program of the Federal Project Workers will, he says, be non-political, concentrating on uniting workers, preventing discrimination, supporting the

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principles of the WPA. Similarly the WPA Employes Association, headed by Raymond B. Meisnere of the lawyers' project, will aim to correct employes' grievances but "will seek to cooperate with the administrator in ironing out any problems that may arise." Adding to the discord occasioned by the national rumblings are minor local notes fallen out of key with the Workers Alliance. Such is the Unemployed and Project Workers Union in New York City, broken off from the alliance to become locally autonomous and "free from political assessment."

These new movements on the right are not the only difficulties of David Lasser and Herbert Benjamin, Workers Alliance leaders. On the left beat complaints of wishy-washy dealings made by militant members who were barred from the recent alliance convention in Cleveland. Little heed seems to have been paid to the criticisms from either side by the 500 delegates at the convention, who adopted a program advocating a $6,600,000,000 work relief outlay in the next six years to cover the employment of four million persons on housing, school, hospital, playground, flood control and health projects, and a 20 percent increase in WPA wages to bring them to the level of local union standards. The convention reiterated the right of the alliance to engage in political activity by offering its support to President Roosevelt should he desire to run for a third term.

Off and On—Officials of the WPA are greatly cheered by the fact that during August some 195,000 persons went off its rolls, about three fourths of them voluntarily. This was an encouraging rise from the 166,490 who went off in July. Of those who left in August, 54,861 stated that they were leaving to take private employment, and more than 75,000 just quit without giving a reason. Discharges and layoffs accounted for 54,814 and transfer to other federal projects for about 10,000. On the other side of the August picture were accessions to the rolls of 309,869 persons, of whom slightly more than half had never before been on WPA.

Research—Results of 2000 research projects in nearly every field of natural and social sciences are summarized in Volume I of the Index of Research Projects recently issued by WPA. Its 291 pages contain concise statements of the main conclusions of each study, the reports of many of which have appeared in the standard technical and scientific journals. Published primarily as a tool to aid individuals with a serious interest in research the index, designed to prevent duplication and overlapping in scientific investigation, will be distributed to the larger public and university libraries. A limited supply of copies is still available at the WPA headquarters, 1734 New York Avenue, N.W., Washington.

Constituting less than 3 percent of the whole WPA the federal research program supplies personnel for locally sponsored and approved research projects. Typical of resulting publications are A Guide to Studies of Social Conditions in the Twin Cities, sponsored by the University of Minnesota and published by the Minneapolis Council of Social Agencies; Employment and Unemployment in Philadelphia in 1936 and 1937, Part I: May 1936, published by the WPA National Research Project in collaboration with the industrial research department of the University of Pennsylvania. Printed by the photo-offset process, the first is an annotated bibliography covering 435 large typewritten pages; the second, neater because of typewriter type, contains 97 pages of unemployment statistics. Many WPA research reports, however, are still in manuscript form and arrangements have been made with the American Documentation Institute whereby microfilm copies of the originals will be furnished to research specialists at nominal rates.

After the Storm

A FULL month has been needed to bring out the real extent of the ruin inflicted in one day, September 21, by a misplaced tropical hurricane that swept through New England and a part of Long Island, N. Y. Only as relief work got underway could the damage wrought by a wholly unprecedented disaster of wind and water be appreciated. Thus the American Red Cross which asked for a fund of $500,000 six days following the storm, by the middle of October had trebled its goal. This fund is planned to include Red Cross rehabilitation work in Charleston, S. C. suffering from the ravages of three successive tornadoes which struck on September 29—major disaster at any other time, but an anti-climax to a then storm-surfeited press. The total number of families requiring aid now is estimated at 20,000.

The Red Cross work in New England began almost with the subsiding of the winds. Field stations appeared like mushrooms after a rain with doctors, nurses, ambulances, first-aid equipment and inoculation clinics. To their aid rushed various federal agencies, particularly WPA, NYA and CCC. But the extent of need for emergency work was also underestimated as shown by the recent authorization of 35,000 WPA workers to be added to the 100,000 already employed at clearing away the fallen timber and debris. During the danger period hundreds of WPA workers were used in building sandbag levees to block the rising Connecticut River. Boys from the NYA and CCC helped in evacuating families from flooded territories and in cleaning up to combat health hazards. The NYA also operated a clearing house for information about the dead, injured and missing persons. The Red Cross is now engaged in the second phase of its disaster work, the slower process of family rehabilitation.

President Roosevelt's prompt program for flood control in New England to be financed by WPA, PWA and War Department funds struck a snag of opposition from those who saw in it a potential TVA. The program would involve a total expenditure of $28,630,000 with $11 million to be made available during the current fiscal year. One great objection held against it is the permanent flooding for reservoir purposes of now productive farm lands.

No minor tragedy resulting from the catastrophe is the swelling of the "great army of unemployed" and probable corresponding swelling of relief rolls due to the destruction of means of livelihood. Most dramatic was the disappearance of whole fleets of fishing boats. But inland the economic loss was equally devastating, particularly to farmers who suffered severe crop damage. More than half the year's crop of apples in New England was blown from the trees, and harvests already in crates and sacks were destroyed or damaged by flood. One Red Cross official's statement that the destruction of homes and public works is the most complete he has seen in twenty-five years of disaster relief experience gives some indication of the force of this latest rampage of nature.

The Doctor's Bill

"HOSPITAL care insurance broadened into health insurance is potentially capable of making a substantial contribution to the provision of security against sickness," said Louis S. Reed, assistant chief of the health studies division of the Social Security Board, to the 4000 delegates to the annual meeting of the American Hospital Association, held recently in Dallas, Tex. "Its real test," he added, "will be the degree of coverage it is able to effect among the self-supporting urban population." After discussion occupying the best part of two days, and after long distance consultation with officials of the American Medical Association in Chicago, the delegates voted to recommend the extension of non-profit hospital care insurance to medical care for persons with incomes "above the relief but below the comfort level."

Parade—Biggest of the hospital insurance groups to move toward doctor's bill insurance is the Associated Hospital Service of New York with close to a million members. A general plan to broaden benefits to include medical care

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when the patient is hospitalized already has been approved, but details as to the cost of insurance and the exact services to be included await the completion of a study of medical costs of 100,000 cases hospitalized under the insurance system.

In Washington, D. C., the Medical Society of the District of Columbia, its bitter fight against the Group Health Association still in the courts, has approved a general insurance program by which any person earning less than $2500 a year may subscribe to membership in an association entitling him to medical care by a physician of his choice.

In Cincinnati, the Academy of Medicine has approved a plan by which subscribers would choose their own physicians and make periodic payments into a fund which the participating doctors would share according to the value of services rendered under a unit system of accounting for office calls, home visits and so on. No family income figures are mentioned in the preliminary draft of the plan.

Full Coverage—The California State Employes' Association has signed a contract with the Pacific Employers Insurance Company providing for medical, surgical and hospital insurance for all its members at a monthly premium rate of $1.75 per member. Included in the benefits are four weeks' hospitalization at $5 per day with $50 for extras such as X-ray and laboratory fees; $150 maximum for a major surgical operation and $35 for a minor operation; fifteen visits to a doctor's office at $2 per visit; ten visits by a doctor to the home at $3 per visit; fifteen visits by a doctor to a hospital at $2.50 per visit. Provisions of the contract may be extended to members of an employe's family, but in such cases they will cover only diseases common to both sexes.

The Public's Health

A ROLL of honor is planned by the New York City Department of Health for the names of the 2000 persons who have contributed blood to the banks established last spring in the municipal hospitals when it became apparent that funds for paying professional donors were near exhaustion. In 1937 the department spent $171,600 for blood. Chicago and Philadelphia were earlier successful experimenters with blood banks.

Good News and Bad—Only seven times in the history of New York City has the weekly infant mortality rate dropped below thirty per thousand, and all have been since July 1937. The seventh occurrence which came the first week in October was the fourth for 1938, and brightens the hopes for a new low annual record this year.

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

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Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

Baltimore, Md.

Rochester, N. Y., produced the lowest infant mortality rate for a large U. S. city in 1937, thirty-two deaths per thousand births. New Orleans with a rate of seventy-eight was highest. The lowest general deathrate occurred in Detroit, less than nine per thousand; the highest in Denver, nearly sixteen.

The lowest maternal mortality rate in the history of England and Wales, three out of one thousand, has just been announced by the British Ministry of Health, giving Great Britain a fair place among national records. The United States, on the other hand, has one of the highest rates for civilized nations.

Marriage Laws—New Hampshire becomes the eighth state to enforce a eugenic marriage law requiring pre-marital blood tests for both bride and bridegroom. Oregon has just presented a similar plan to a referendum of the voters. Kentucky's law becomes effective in 1940. . . . Rhode Island is the only state which has made provision to prevent residents from fleeing to other states for the nuptial ceremony but returning to reside in the home state. Under the law, residents married in other states who return to live in Rhode Island must submit to blood tests within six months. . . . In New York City 9119 pre-marital blood tests were made in the Department of Health laboratories in September; 205 were positive.

Suicide—Self-destruction killed 114 persons in New York City last July—more than half again as many as in the corresponding month of 1937—thus raising the state suicide rate almost to the equal of the rate for fatal automobile accidents. Suicide among policemen in New York City has reached such proportions that the Patrolman's Benevolent Association has established a psychological clinic for its members. The association finds financial difficulties induced by unwise economic management to be the immediate reason for most suicides on the police force.

On the other hand, a study of 327 attempted suicides in Boston places the largest number of known motives under the category of domestic difficulties, and recommends that attempted suicide be treated more frequently as a symptom of mental disturbance.

Sudden Death—Automobile accidents, killing some 40,000 persons a year, are a major leakage in the levies built against a high mortality rate by modern medical science. Kansas, making a comprehensive study of accidents of all types, finds they rank fifth in the causes of death, preceded only by heart disease, cancer, cerebral hemorrhage and nephritis. A third of the accidents are due to automobiles. In North Carolina in the period from 1928-1936 auto casualties ranked second in the causes of all children's deaths between the ages of five and nine, first in deaths of white children aged fifteen to nineteen.

Quick and Accurate—Chicago's campaign against venereal disease was implemented, in the late summer, by a unique mechanism for reporting clinic services to patients. One of the stumbling blocks in the way of knowing exactly what was being done was the fact that vital information got buried in bulky folders and had to be dug out again before it could be used.

Impatient at delay, but sympathetic toward the overworked staff of crowded clinics, representatives of the Chicago Board of Health, the health division of the Council of Social Agencies, the U. S. Public Health Service and the Illinois State Department of Health went into a huddle and came out with a new central tabulating unit for the Chicago Board of Health.

Thirty-nine public and private clinics in Chicago are plentifully supplied with punch cards on which to check every item of treatment for each venereally diseased patient. No additional staff is needed. The checking takes a fraction of a min-

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ute. The cards are collected at the end of each day and sent to the Chicago Board of Health, which puts them through the works.

The result, at the end of each month, is a summary statement of each clinic's work: number of patients, with facts on sex and age; type and number of treatments; lapses in treatment; cures. The central tabulating unit also sends each clinic a brief summary of every patient under treatment. This eliminates the need of thumbing through records.

Copies of these records are sent, each month, to the individual clinics which use the service, to the health departments of city and state, and to the U. S. Public Health Service.

The new system has reduced clinic reporting to one eighth of the number of minutes formerly spent in summarizing the treatment of venereal disease. Accuracy has been immeasurably increased. The Central Tabulating Unit is staffed by the Chicago Board of Health and financed by local and federal funds.

CHRISTMAS SEALS

Help to Protect Your Home from Tuberculosis

The candle in the window on this year's National Tuberculosis Association seal is doubly symbolic: while spreading Christmas cheer it also lights the darkness caused by a disease which is first among the killers of the young and vigorous. Since the turn of the century a reduction of two thirds has been made in the deathrate from tuberculosis, but it still takes more lives between the ages of fifteen and forty-five than any other disease.

Cheery Note—Patients at the Public Health Clinic in South Bend, Ind., did a little prescribing for themselves recently and asked permission of the clinic authorities to install a radio in the anteroom. Officials seeing the desirability of an atmosphere in which waiting would be less tedious readily acquiesced. The radio was bought through the patients' own contributions, nickels and dimes dropped in a little box set up in the waiting room.

Cancer—From the cancer battlefield comes word of a new foundation in Little Rock, Ark., sponsored by the Arkansas Federation of Women's Clubs. Named for a former president of the federation, Elise A. Lake, the foundation will cooperate with the Arkansas School of Medicine's free cancer clinic. . . . The Pennsylvania Department of Health is setting up seven cancer clinics. . . . All cases of lung tumor reported to the New York City Memorial Hospital and the veterans' hospital in Hines, Ill., are to be investigated by the National Institute of Health for its study of lung cancer, under the direction of Dr. James A. Crabtree. . . . Indianapolis's city hospital has a new cancer clinic, Patrick Hall, built by $40,000 from the late Kathryn Cones Patrick's $100,000 benefaction. The remaining $60,000 will be used for maintenance.

Professional

OPENING of a placement bureau for "exceptionally qualified" students and graduates of the social sciences has been announced by the New School for Social Research, 66 West 12th Street, New York. Mrs. Phillip E. Allen is chairman of the bureau where prospective employers may find economists, statisticians, research workers, college instructors, economic writers, sociologists, psychologists, and student assistants.

Relaunched—With its inward sparkle precluding the necessity for a champagne bath the Social Work Publicity Council's current bulletin has sailed forth rechristened and redecorated. Casting off its mimeographed trappings in favor of print the old *News Bulletin* has become *Channels*. It promises to keep constant its purpose of stimulating a flow of ideas to and from the public.

Pursuit of Knowledge—The Graduate School and School of Public Affairs of the American University, Washington, D. C., have recruited a group of distinguished specialists and experts for its current courses in social security administration. Among them are Arthur J. Altmeyer, Frank Bane, Ewan Clague, and Cornelius R. P. Cochrane of the Social Security Board, Glen Leet of the American Public Welfare Association, Elwood Street of the Washington Department of Public Welfare.

This fall inaugurated an enlarged program at the school of nursing at the University of Cincinnati with new courses on teaching in schools of nursing; supervision in schools of nursing; public health nursing.

The need for trained persons to work on the epidemiological aspects of venereal disease control has prompted a three months' course in epidemiology at the University of Pennsylvania's Institute for the Control of Syphilis. The course, open to social workers, nurses, public health workers and physicians, is being given in three sessions, the current one, others starting in December and March.

Discussion on the prevention of mental illness is planned as a symposium on mental health to be held in Richmond, Va., December 28-30 before the section on medical sciences of the American Association for the Advancement of Science. Collaborators in the enterprise are the National Committee for Mental Hygiene, the American Psychiatric Association, the U. S. Public Health Service, the Mental Hospital Survey Committee. This marks the beginning of mental hygiene as a major topic on the agenda of this learned society.

Nutrition instruction for public health nurses is being undertaken by the Cleveland Health Council. Alice Smith, formerly a member of the nutrition staff of Detroit's Department of Public Welfare and instructor in the home economics department of Wayne University, will direct the program.

Newborn—Sired by the National Council of Social Work, out of the Committee on Care of Transient and Homeless, the Council of Interstate Migration announces its birth to the social work world. For such a thoroughbred a tough schedule is to be expected, and its certificate of incorporation bears out expectations with the stated objectives of encouraging the study of social problems related to migration within the United States, serving as a clearing house for information concerning these problems, aiding conferences and joint planning in regard to them among governmental and non-governmental groups, making essential studies to facilitate the program. Active, delegate and associate memberships in the council are open, the first for leaders in the field directly concerned with population mobility, the second for agencies and groups whose work comes in contact with migration problems, and the third for interested individuals "not free to participate actively in the work of the council." The board of directors includes Dr. Ellen C. Potter, Russell H. Kurtz, Bertha McCall, George Rabinoff and Margaret E. Rich. Executive secretary is Philip E. Ryan.

Money, Money—Though the first half of 1938 brought only sparse financial gleanings to philanthropy as compared with 1937 [see *Survey Midmonthly*, August 1938, page 265] community chest contributions fell off less than 4 percent, according to Charles P. Taft, II, chairman of the Community Mobilization for Human Needs. Trends reported by the Internal Revenue Bureau show that contributions to community chests continue to be higher than contributions to specific charitable organizations. Over 60 percent of the $83,871,576 from the 1937 fall and 1938 spring campaigns is accounted for by gifts of $100 or over; 12 percent by gifts under $5. Most gift groups are still well below 1929 figures though the number of those giving $500 and over and those less than $25 show a substantial gain. The average chest received contributions from 18 percent of the people in its community.

Setting its goal at $88,575, the American Nurses Association is gathering funds to boost the endowment of the

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Florence Nightingale International Foundation. Located in London the educational memorial was inaugurated in 1934, twenty-two years after it was first proposed at a meeting of the International Council of Nurses at Cologne. The ANA hopes to fulfill its quota before the next meeting of the ICN in this country in 1941.

Like an actor who knows that the show must go on, education valiantly persists in China. On this side of the Pacific, $300,071 was raised recently by the National Emergency Committee for Christian Colleges in China under the chairmanship of Paul D. Cravath. Of interest to fund-raisers is the classification of contributions—92 percent from gifts less than $50 each, only 4 percent from gifts of $100 or over.

Dates Ahead—The National Conference of Social Work has set June 18-24 for the 1939 meeting in Buffalo. The conference met last in Buffalo in 1909 with the late Ernest P. Bicknell as president.

Buffalo will be the setting for the thirtieth anniversary of the Federal Council of Churches which will hold its biennial there December 6-9.

In Print—A full description of Indiana's system of personnel administration in its Department of Public Welfare and Unemployment Compensation Division [see *Survey Midmonthly,* September 1938, page 294] has been prepared and published by Public Administration Service, 1313 East 60 Street, Chicago. Price $1.50. Along with the description and the case history of the installation are the rules and regulations governing the operation of the Bureau of Personnel and reproductions of many record forms.

The article, Security in Social Work, written by John A. Fitch of the New York School of Social Work and published in *Survey Midmonthly* in August 1938, has been reprinted by the Social Service Employes Division of the United Office and Professional Workers of America, CIO. Price 5 cents from the union, 8 West 40 Street, New York.

Recreation Congress

THE tendency of new professions to grow out of specific social movements was reflected in the recent National Recreation Congress in Pittsburgh by the formation of a new professional organization, the Society of Recreation Workers of America. Open to any full time worker in the recreation field the society aims to maintain and elevate standards of qualifications for the work, to promote professional training and to encourage study and research in recreational subjects. V. K. Brown, superintendent of recreation, Chicago Park District, was elected president.

This action was in key with the whole recreation congress where the "how to" emphasis was far weightier than the "what to" angle. Theories on administration, program diversity, leadership training, coordination, all fairly well agreed upon, were discussed in relation to the practical methods of application. Practice, in fact, was carried to the point of demonstration and participation in the form of folk dancing, dramatic presentations, general singing and motion pictures, giving the tired delegate a generous dose of his own tasty medicine. The folk dancing was highly popular and, under the direction of Ralph B. Tefferteller of the Highlander Folk School, Monteagle, Tenn., brought a gala hour to each day. In addition to play facilities there was a workshop comprised of reading material in all recreational phases. Easily available for personal conferences were twenty-three specialist consultants with whom over 700 appointments were made. Field trips to observe local organizations in action were almost too popular, tending to be overcrowded.

Outstanding in the "trends of thought" of the meeting was the expanded concept of recreation, grown far away from mere athletics and the neighborhood baseball club (long superceded by soft ball, the real national game) to a realization of the diverse interests to be found in a heterogeneous population and the possibilities of their development into leisure time activities. Athletics, particularly swimming, are of course still a major factor in recreational programs, but growing beside them are music, dramatics, arts and crafts, and even study groups. This last, though a new phase, in some instances has been carried to the point of participation in civic projects, and is evidence of the recognition of recreation in mental activity.

The great need expressed throughout the conference was for closer community coordination, the development of the recreational idea from a function of an individual organization to a community movement. Expression was pronounced that responsibility lay not with one organization but with the community as a whole, a community in which increased leisure time creates the problem of how to spend it. It was felt that this coordination and pooling of facilities to bring out a planned community program should be accompanied by education of the community to the purpose of recreation—the fuller enjoyment of life through the intelligent use of leisure. One phase of the expression of this need was a lay discussion on the use of public schools for after-hour recreation in which it was brought out that the main force militating against such use is lack of money.

The big problem weighing on the delegates' shoulders was, in fact, financial. What will happen, they worried, to the great new recreational facilities developed in the last few years when the federal government steps out of the picture? The question remained unanswered.

Featured on the final day of the conference was a pet show. No dogs, cats or cockroaches were allowed, however, the pets being ideas, old and new, expounded in a general free for all, bringing to a lively end a conference charged with vitality.

Over 1500 delegates attended the congress which had an official registration of 1366. Among them were volunteer and professional recreation workers, federal representatives, state and county leaders, extension directors, municipal officers and educators. WPA was represented by 350 persons, most of them from the Pittsburgh vicinity. Acting as hosts were forty local groups who sent representatives to each session to spread the glow of hospitality. A summary of each of the five daily special sections was given at the general sessions so that every delegate had the opportunity to become familiar with the progress of the congress.

People and Things

IT'S not news when a national agency reaches into the local field and plucks personnel, but it is news when the reaching is reversed. So it is news that within the next few weeks the Family Welfare Association of America will lose Margaret E. Rich, its assistant general secretary and editor of *The Family,* to the Family Society of Allegheny County, Pittsburgh, Pa. Miss Rich has been with the FWAA for nineteen years during which, as organizer, teacher and editor, she has made a notable contribution not only to the association but to the whole field of family work. As general secretary of the Pittsburgh society her leadership will not be lost.

MARGARET RICH

The FWAA has sustained another loss, though this one only temporary and due to its own generosity, through the loan for a year of Sara A. Brown to organize and direct the new graduate school of social work at Washington State College, Pullman, Wash. Miss Brown has been a regional secretary with the association for a dozen years or so, latterly in the Mississippi-Rocky Mountain region.

Along with its prize catch of Miss Rich the Pittsburgh society has acquired four other new members of its staff: Isabel Stamm, formerly a supervisor with the Indiana County Department of Public Assistance; Eloise Blinn, recently

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with the Family Welfare Association of Baltimore; Lois Gray, fresh from graduate work at the University of Chicago, and Sara Harris from the University of Pittsburgh.

Merged—First director of the unified Red Cross Nursing Service is Mary Beard, former associate director of the international health division of the Rockefeller Foundation. The merger comprises the former Nursing Service and the Public Health Nursing and Home Hygiene Service. Assisting Miss Beard is Virginia Dunbar, lately assistant director of the University of California school of nursing.

Shiftings—Pussy-wants-a-corner is being played with jobs in the children's agencies. Henry R. Murphy has left the position of executive secretary of the Connecticut Children's Aid Society to become superintendent of the Colored Orphan Asylum at Riverdale, N. Y. Walter P. Townsend, former field representative for the Pennsylvania Department of Assistance, has taken Mr. Murphy's place. New superintendent of the Illinois Children's Home and Aid Society in Chicago is Mabbett K. Reckord, formerly national director of disaster relief for the American Red Cross. The society also has a new director of case work, Margaret Mink, who came from the Institute for Juvenile Research. The U. S. Children's Bureau has added to its staff as assistant director of the industrial division, Elizabeth Coleman, previously of the division of women in industry and minimum wage of the New York State Department of Labor.

Educators—New on the faculty of McGill University is Dr. Frank G. Pedley, erstwhile director of the Montreal Financial Federation, warmly remembered by many American social workers as the secretary of the Canadian committee responsible in large measure for the arrangements for the 1935 meeting of the National Conference of Social Work, held in Montreal.

Not a newcomer to the New York School of Social Work, but now regularly on the teaching staff of its child welfare department, is Dorothy Hutchinson recently with the New York Children's Aid Society. For the past few years she has been with the school's field work department. . . . Regina O'Connell, recently on the faculty of the Loyola University school of social work, and before that associated with various agencies in New England, has been named to head the department of social service and program planning of the Catholic Youth Organization of Chicago. . . . From the University of Pittsburgh to Boston University goes Esther H. Powell to develop the case work program of the school of social work.

The National Education Association is lending a share of the time and talent of its executive secretary, Willard E. Givens, to the Research Council on Problems of Alcohol, established under the auspices of the American Association for the Advancement of Science. Mr. Givens is chairman of the council's committee on education. . . . Kenneth M. Wilson, for several years past the director of seal sales for the New York Tuberculosis and Health Association, has resigned to become assistant to the president of Hobart College, Geneva, N. Y.

Prof. Charles Hubbard Judd, who recently retired as chairman of the department of education of the University of Chicago, has gone back to harness as director of education of the National Youth Administration. In his new post he will formulate an educational program for some 200,000 out-of-school young people now employed on NYA projects.

Public Service—Douglas H. MacNeil is the new executive director of the New Jersey Juvenile Delinquency Commission succeeding Winthrop D. Lane. Mr. MacNeil is a research worker and writer, his most recent publication a study of unemployment relief in New Jersey made for the committee on social security of the Social Science Research Council. . . . Anne E. Geddes has been appointed director of the division of public assistance research of the Social Security Board succeeding Helen R. Jeter, now director of the research bureau of the Welfare Council of New York City.

The U. S. Public Health Service's newly created position of executive officer has been filled by Dr. Warren F. Draper, assistant surgeon general, formerly chief of the division of personnel and accounts. In Dr. Draper's recent shoes is Senior Surgeon Paul M. Stewart, former medical director of the U. S. Employes' Compensation Commission. . . . Edgar M. Gerlach, long identified with the social service and probation work of the U. S. Bureau of Prisons, has been transferred to New York as warden of the U. S. Detention Headquarters.

AASW Changes—Interesting to social workers far and near is the word that Grace F. Marcus, who resigned last summer after ten years as case consultant in the New York Charity Organization Society, has joined the staff of the American Association of Social Workers as assistant executive secretary. Says *The Compass* of the new AASW acquisition: "Miss Marcus will bring into active full time service of the association her lively and well developed interest in the problems which social work faces in attaining professional adequacy and influence. Her concern for organizing the content of the special knowledge of social work, and her interest in the mobilization of its experience parallel closely the association's field of work. These assets will be useful in anchoring the program more securely to the interests of those involved in the daily practice of social work. These are assets which should make the national staff more effective as a channel to be used by the membership in dealing with the problems of selection and professional education of social work personnel, and in giving the practice of social work a more influential voice in social policy."

Christine Robb Thompson, who resigned from the AASW staff a year or so ago, has returned as a part-timer.

Echo Answers ? ? ?—Long identified with social work in Florida, Emeth Tuttle Cochran has deserted the everglades and palmettos and has betaken herself to Chapel Hill, N. C., where she is doing case work supervision with the Department of Public Welfare and taking a course in research with Prof. Howard Odum and Co. "I am trying to find out," she says, "if anyone knows where we are headed and what for. Are we going to continue to need case workers? Will the public make appropriations large enough to employ case workers, or will we have social investigators for social security programs?"

Yes, Dr. Neal—The Ohio Welfare Conference, at its recent meeting in Columbus, elected as its president Dr. Charles A. Neal of Cincinnati, thus offering an answer of sorts to Dr. Neal's question, Am I a Social Worker? propounded in a letter to Miss Bailey in *Survey Midmonthly,* September 1938, and commented on by readers in this issue. [See page 361.] The next meeting of the Ohio conference will be in Dayton.

Glad Department—From Chicago comes word that Helen Cody Baker, of the Council of Social Agencies and a contributing editor of *Survey Midmonthly* and *Survey Graphic,* has been invited by the *Chicago Daily News* to do a fortnightly column of comment on the social welfare scene in the city. P.S. She took the job.

Outstanding service to Negro nursing has brought the Mary Mahoney Award to Carrie E. Bullock, supervisor of the Dearborn Station of the Chicago Visiting Nurse Association. The award was presented by the National Association of Colored Graduate Nurses.

Romance blew into the office of the National Conference of Social Work this fall when Harold P. Levy, director of conference publicity, was married to Alice Klund, former secretary of the Columbus, O. League of Women Voters.

Research in tuberculosis has won the Trudeau Medal for Dr. Florence B. Seibert of the Henry Phipps Institute, Philadelphia.

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Readers Write

Four Pros and a Con

To the Editor: I have just had a chance to go over your excellent article on the old age reserve. [See Old Age Reserve by Beulah Amidon, *Survey Midmonthly*, September 1938, page 283.] I feel that you are doing a fine public service in publishing such an intelligent and readable analysis of this important problem. The press has garbled the facts so seriously that it is highly important for those interested in a constructive old age insurance program to help in public education.

J. Douglas Brown
Princeton University

To the Editor: I intended to write you before this, relative to your article on the old age reserve. It is the most thoughtful and informative article that I have seen written in language that non-technical persons can understand. My congratulations to you and to *Survey Midmonthly*.

A. J. Altmeyer
Chairman, Social Security Board
Washington, D. C.

To the Editor: I have just finished reading your article on the old age reserve. It is, in my opinion, such a fair and intelligent statement of the problem that I am taking the liberty of congratulating you upon it. The whole question of the old age reserve has been fraught with so much misunderstanding that such an understandable statement as you have presented is a very helpful contribution.

John J. Corson
Social Security Board
Washington, D. C.

To the Editor: Your Old Age Reserve is a good job.

Merle D. Vincent
Washington, D. C.

To the Editor: I read the article Old Age Reserve with care and interest, but with the feeling that you have not really analyzed the problem correctly.

I have long urged a different disposition of the so-called reserves, if they are to be continued. Instead of investing them in United States securities, which means that they can be used for any purpose whatsoever which Congress authorizes, I believe they should be invested in housing bonds, guaranteed as to both principal and interest, by the United States government. This would give the reserves not only the same security as before but the additional security of whatever housing is erected through their use. In other words, the generation which has to meet the heavily increased payments will have on hand not merely bonds for which that same generation must provide—but instead, housing enterprises erected by the preceding generation, the rentals from which can easily be made to produce the sums needed to meet the payments which the reserves were set up to protect. Such use of the reserves honestly does what the act now pretends to do. Moreover, it means that the funds raised by taxing the poorest members of the community will be used for *their* benefit to supply the housing which *they* so urgently need.

The alternative of a pay-as-you-go policy, ignoring the future, might be better. There is much to be said against a policy of draining the meager resources of today to build up reserves for the future. But if we do, these should be real reserves, so invested that they will be there to meet future needs.

And I am sure that the *Survey Midmonthly* would do better for the masses of the people if it argued along these lines rather than supporting a very unsound scheme, which verges on deceit.

Stanley Isaacs
President, Borough of Manhattan
New York City

Another Term Is "Pauper"

To the Editor: For about five months I have been a relief client—a public charge—my family and I supported by public funds, a liability instead of an asset to our community. Another term for us is "paupers."

The fact that I am a relief client is still a surprise to me. From college on my business future was full of promise. We saved a good substantial stake and owned our own home. Even when the crash came in 1929 and I found myself unemployed we felt no alarm. Now we are "paupers," a case for the case workers.

And it is on the case workers that I want to comment, for during these five months I have observed them closely. Most of those with whom I have come in contact seem truly interested in the work they do, and try to help their clients in every possible way to retain self-respect. Few have shown any superiority in dealing with us. If I were to criticize any of them it would be, I think, on the score of their age. Some of them are just too young to inspire confidence in the maturity and soundness of their judgment. Possessing the necessary educational qualifications they personally lack the definite experience of any great ill fortune or discouragement in their own lives. "Book learning" and theory is one thing, but "book learning" plus a definite experience of the vagaries of life is quite another, especially when one is in a position of dealing with people who have been buffetted about till they are at the breaking point.

I hope I am right in expressing the belief that the ultimate aim of relief work is rehabilitation. If this is true, why does not every agency have on its staff a qualified man or woman as a vocational counselor? Such a person would check carefully the education, past experience, and occupational qualifications for each applicant for relief; would act as agent between individuals, the WPA, and the National Employment Service and, most importantly would, by personal conference, keep alive in discouraged people a sense of belonging in a real working world. I am convinced that there must be men and women of outstanding ability "buried" in relief files, who because of financial loss and continued occupational changes have become so weary and discouraged that they have come to accept themselves in terms of "case numbers."

Of course much can be said about the recipients of relief. Some, it seems, have no desire for anything else. Their wants are supplied and they have allowed their initiative and ambition to die. Others, like myself, are deeply humiliated by the fact of public dependence. What the ultimate result of relief will be on the ambition, industry, self-respect, and family relationships of the coming generation no one is competent to say. That there will be a measurable result seems certain. Fortunately my children are too young to realize that an agency has supplanted their father in supplying family needs. God grant that before the time of realization comes I again will be gainfully employed.

A.A.A.
Burlington, Ia.

Am I a Doctor?

Dear Miss Bailey: I have just finished reading Dr. Charles A. Neal's article in the September *Survey Midmonthly* in which he asks you if he is a social worker. Honestly, Miss Bailey, since reading the article, I am all confused about myself. I thought I was a social worker, but maybe I am wrong—maybe I am a doctor.

It is perfectly true that I have always worked in so-called social agencies. I've always been labeled a social worker; I never questioned it until now. I took my training in a school of social work several years ago; I have carried case loads, supervised staffs and directed programs, but maybe I am not a social worker after all.

Why, I remember my first year out of college, almost my first assignment was to spend several days in a rural

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county with a nurse assisting in getting a lot of children ready for clinic. Doctors have come to me frequently to work out social and health problems in families.

I'll never forget one night a few years ago in a northern midwestern state when I was called by the county doctor and his nurse to drive forty-five miles across country to a family in which a tiny infant was reported abused and dying. I went. It was fearfully cold, too. We found the family huddled around the kitchen stove, cold, hungry and scared. The baby was so weak we expected him to die any minute. The doctor was great, though. I watched him take hold of the situation and fairly breathe life into that child. I stood by and he kept me busy handing him things. Do you know, it never occurred to me then—but tonight I wonder—am I a doctor?

Right now I am working with the dental clinic getting all our children in relief families ready for dental examinations in school. Most of my time one winter was spent in coordinating health and social work in a county and my closest contacts were with the medical group. It seems queer, though, to think of myself as a doctor just because I have worked so closely with them.

Now, Miss Bailey, I haven't had any real medical training. Oh, I know something about first aid, and I understand medical terminology fairly well, but as to actual medical or pre-medic training, I just haven't had any. But do you think I should inquire into the possibility of membership in our county or state medical association? I would certainly enjoy it and perhaps I am entitled to it. Confidentially, I would never have thought of it if it were not for Dr. Neal's suggestion regarding his membership in the AASW, which, as I understand it, is the association for professional social workers, just as the medical association is for doctors.

So, Miss Bailey, please tell me, am I a doctor? Can you tell me right away so I'll know? Perhaps I am unusually tired tonight and just misunderstood Dr. Neal's question.

Portland, Ore. MARY DOE

"You Must Realize, Dr. Neal . . ."

TO THE EDITOR: Perhaps Dr. Charles A. Neal would be interested in the reaction of some of us—or at least one of us—in the American Association of Social Workers to his question, Am I a Social Worker? so interestingly propounded to Miss Bailey in the September *Survey Midmonthly*. My answer, Dr. Neal, is that until your age, education, character, experience have been checked and rechecked no one can give you an official answer. But on your impressive statement of social point of view and accomplishments my guess is, you are a social worker *de facto* but never *de jure*. That is to say you are a social worker in fact and in deed but you might have a hard time proving it to the satisfaction of AASW membership committees.

If the test of being a social worker were an abiding interest in social problems and people and a measurable contribution toward improved community conditions and the happiness and comfort of human beings you'd probably pass the test. But that is not the test.

Words and labels are terribly—and I mean terribly—important in the world today, Doctor. What do you know about such words as psychoanalytical approach, participation, integration, identification, levels of response, relationships? You surely must realize that our professional status and terminology are maintaining only a fingertip hold these days because thousands of people who never saw the inside of an accredited school of social work are being called on to do social work jobs. When they somehow manage to carry on capably and effectively without 300 hours of supervised field work, that's fine, but it would never do to give them the professional title, social worker.

You may say that we social workers are in the grip of a kind of tyranny of words and maybe we are. You may say that now would be a good time to look into the meaning of some of our favorite words and see what they have accomplished for the world. Maybe so. I'm not very sure about anything any more. I reckon it wouldn't do any harm though to consider whether, sometimes, we confuse "social worker" and "social case worker." JUNE PURCELL GUILD

Member Executive Committee
Richmond, Va. Chapter
American Association of Social Workers

HERE IN WASHINGTON (Continued from page 349)

not covered to make himself eligible for minimum benefits. Unless these people are brought under the act, they will skim the cream of the benefits.

SOCIAL WORKERS: Besides supporting numerous amendments for liberalizing the act for others, many social work groups will urge the extension of unemployment compensation and old age insurance to protect employes of non-profit educational and charitable organizations.

Come One, Come All

MISCELLANEOUS measures which are being demanded or whispered about in Washington are proposals to provide federal aid for: services for the blind and other handicapped people; medical care for needy persons; expanded public health services, especially for control of cancer and social diseases; hospital construction and maintenance; Puerto Ricans; people over sixty; people over forty-five; children between sixteen and eighteen; probation and parole; prisons; care of the insane and feebleminded; housing; slum clearance; and production for use.

Other proposals will seek: to bar "reliefers" from voting; to obtain cheaper relief; to earmark WPA funds; to provide for the administration of PWA by states; to protect the consumer; to consolidate the Bureau of Unemployment Compensation and the U. S. Unemployment Service; to place them both in the Department of Labor; to place them both under the Social Security Board; to nationalize unemployment compensation; to establish a federal welfare department; to provide $30 every Thursday for old folks; to provide $60 every Saturday for old folks; to provide $200 every month for old folks; to bury dead old folks; to expand coverage of unemployment compensation and old age insurance to seamen, to bank employes, to seasonal workers, to employes of non-profit organizations concerned with the prevention of cruelty to animals, to the self-employed, and to employes of the states and their political subdivisions; to increase the provisions for maternal and child health.

Still others will seek to reduce social security taxes; to increase social security taxes; to require employes' contribution to unemployment compensation systems; to provide for federal contributions to both old age insurance and unemployment compensation funds; to abolish the old age insurance reserve; to utilize the reserve to finance low cost housing and slum clearance; to earmark the reserve from other treasury receipts; to keep the reserve in gold and bury it in Kentucky; to put it in special bonds and bury them instead of the gold; to provide that the federal treasury shall collect in one payment all federal old age insurance taxes and both federal and state unemployment compensation taxes thus abolishing state unemployment compensation tax collection agencies; to open all social security positions to patronage; to extend further the merit system; to publish the names of all "reliefers"; and to prevent publishing their names.

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Book Reviews

On Young Behavior

REDISCOVERING THE ADOLESCENT, A STUDY OF PERSONALITY DEVELOPMENT IN ADOLESCENT BOYS, by Hedley S. Dimock, with foreword by Hugh S. Hartshorne. Pictographs by Harold E. Hayden. Association Press. 287 pp. Price $2.75 postpaid of *Survey Midmonthly*.

THE personality development of 200 adolescent boys, twelve to fourteen years of age, was studied systematically for two years. The boys, members of organized groups in two industrial cities, include Catholics, Protestants and Jews, with I.Q.'s ranging from 70 to 135. The small group studied may not be wholly representative of youth, but the carefully checked data demand thoughtful consideration.

Carefully selected pictographs show the decline of activity in sports, the increase of hours of study, of work and of travel, with the lessening of sleep and time devoted to eating during adolescence. Changes in adolescent social activities are shown to be gradual, the major changes occurring before the age of sixteen. A growth in heterogeneity of activity accompanies a slow weaning from parental dominance.

The problem of emancipation from parents is insufficiently developed because of the age limitation of the group studied. The growth of religious thinking is difficult to evaluate because the correlations are not sufficiently high and the groups are too small to permit reasonable conclusions. The major religious growth is not between ages twelve and fourteen, and obviously the element of social conditioning for moral and religious thinking is far more important than the biological changes incidental to adolescent growth.

The volume presents much new data, with various degrees of adequacy in interpretation, calling for further studies for a consistent interpretation of adolescence. Pubescence is reflective of physical growth rather than indicative of moral and religious ideas, in which social factors inhere. Time and type of play and participation in group activities tend to decline as independence increases. The degree to which shifts in play interest depend upon psychological evolution incidental to physical change is uncertain. Behavior adjustment, per se, shows no substantial correlations with pubescence any more than does popularity or emancipation.

The understanding of the adolescent involves more than the tabulation of physical, physiological, psychological and social facts. Adolescence is not a mere matter of physiological growth and maturation, but of social expansion in terms of environmental influence. The adolescent himself cannot be interpreted in terms of biology and psychology, without reference to the external pressures involved in social influences.

Mr. Dimock has provided a book which should be read carefully by those who work with children, whether as physicians, mental hygienists, sociologists or social workers.

New York IRA S. WILE, M.D.

Facts for Consumers

WHO GETS YOUR FOOD DOLLAR? by Hector Lazo and M. H. Bletz. Harper. 129 pp. Price $1.25 postpaid of *Survey Midmonthly*.

CONCRETELY, readably and usefully this book tells consumers what portions of their family food outlay go to farmers, manufacturers, wholesalers, retailers and other functionaries who render accessory services; how much covers costs and what remains for profits; what factors make for higher or lower prices; and how consumers can effect savings by more careful and simplified buying on a cash basis.

The authors are identified with the Cooperative Food Distributors of America. This is not a consumers' cooperative, but an association or voluntary chain of retail food stores which maintain certain joint facilities to promote their common interests. Mr. Lazo is the executive vice-president.

New York JOHN DANIELS

Church and Community

CITY AND CHURCH IN TRANSITION, by Murray H. Leiffer. Willet Clark. 301 pp. Price $2.50 postpaid of *Survey Midmonthly*.

"THE typical church. One is sometimes alarmed that it accomplishes so little, and then again amazed that it contributes so much to the lives and souls of people." The author is thinking of the Protestant church in the medium sized American city. Well equipped with a religious and sociological background, he has written a good book for the minister and for the intelligent layman "with a concern," as the devout express it.

Mr. Leiffer recognizes the importance of the fact that the church with all its limitations is an institution, along with the school, and the state, which touches the life of the people as a whole. Whether it waxes or wanes, it is important. Out of years of travel and study, from consultations with some 363 clergymen, and from many seminars in urban communities, the material for his study is drawn.

In a way the book is a pathetic revelation of how the average church is molded and fashioned by the circumstances of environment, rather than by a strong creative force. In part this is due to the difficulty and reluctance with which the Protestant churches have acknowledged a social responsibility and tried to meet it. It is encouraging that the author reports progress in this direction. The majority of ministers, he finds, now state their conception of the work of the church in terms of establishing the "Christian community." Yet there is a strong hangover of the personalistic and otherworldly idea of religion in that the socially minded clergyman as a rule still works as an individualist. He still does not cooperate easily and effectively with the other forces looking toward the good life in his community. In fact, the chief value of the book to this reviewer is the inferential suggestion that the clergyman must become better acquainted with the social and relief agencies, health officers, housing experts, political and economic leaders and forces and must learn to work closely with them. Not least, he must understand and cooperate with the people and movements concerned with the education and recreation of the young. With its appendices and index the book presents much valuable source material and practical suggestions for methods of approach.

Brooklyn, N. Y. JOHN PAUL JONES

Steps to Understanding

THE WOMEN IN THE HOUSE: STORIES OF HOUSEHOLD EMPLOYMENT, edited by Ruth Sergel. Womans Press. 149 pp. Price $1 postpaid of *Survey Midmonthly*.

THE household employment committee of the Chicago Young Women's Christian Association has here brought together a number of short but vital case stories in one of the most complex and baffling fields of human relationships, that between the employer and the employe in the home. Starting nine years ago with "the conviction that no area of social contact or of economic interdependence needs intelligent understanding and control more than does the field of household employment," the committee applied scientific methods, accumulated facts, held group discussions with employers, employes and others related to the field and gradually emerged with "certain ideas of cause and effect, or of relationships which make understanding and even purposeful direction possible."

The case histories are arranged rather roughly under type subjects which have been found to be widely useful categories. These include wages, hours, living arrangement, status, use of leisure time and accidents. On the whole the material is well selected and balanced, presenting problems, both of the employer and the employe. The questions which follow each case story are thought-provoking and valuable assets as a starting point for group discussion.

In a field where serious maladjustment is so widespread, it is perhaps inevitable

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that most of the case stories tell the tale of human failure to understand and to adjust. Like oases in the desert are a few stories of success and happy adaptation to this employment relation. Social conflict and discord must be faced and thought through, but the solution of conflict is our ultimate goal and should be stressed whenever possible. The positive note is constantly needed.

The book is a valuable contribution to the rapidly growing literature in this field. A summary of its findings is stated in the preface: "The average employer today wants intelligent, responsible, self-respecting assistance in her home; the average employe wants work that assures her continued self-respect, a future in her profession, and, in the meantime, a normal way of living. If employer and employe are to meet face to face on the basis of these requirements, they must understand themselves, each other and their jobs." This book is an excellent primer for such an understanding.

Harrisburg, Pa. AMEY E. WATSON

The Truth About Lies

THE LIE DETECTOR TEST, by William Moulton Marston. Richard R. Smith. 179 pp. Price $2 postpaid of *Survey Midmonthly*.

THE psychologist who in 1915 originated the blood pressure "deception test" here discusses its development and application.

The underlying principle of the test is that the increased effort of lying causes the heart to beat more strongly and so causes a measurable rise in blood pressure. Since the constitution provides that no one can be compelled to incriminate himself, the consent of the defendant is necessary before the test may be used. Test results have been approved by courts in Indiana, Illinois, Wisconsin and Ohio. Five state and a hundred local police organizations employ the lie detector. Although Verne W. Lyon has criticized the lie detector before a meeting of the American Psychological Association as detecting "painful complexes" rather than "lies," Mr. Marston has no difficulty in convincing the reader of its superiority to the methods of torture sometimes employed in extracting confessions. He is perhaps optimistic in his belief that its ultimate use is not for crime detection but for crime elimination. Unfortunately, the criminal does not expect to be caught; he will not be deterred by fear of a lie detector in the police station, nor will it remove the pressures which are responsible for his crime.

The author gives other interesting applications of the test. Insurance companies give a 10 percent discount in bonding premiums to any business organization which tests its employes. It has been demonstrated that 40 percent of bank employes who handle cash are guilty of theft and are clever enough, without the lie detector, to continue for years. Psychologists have also found in the test a new tool for making personality adjustments. Mr. Marston goes so far as to suggest that we might test our candidates for public office.

Inaccurate feature articles have prejudiced many against the lie detector. This authoritative book, full of interesting cases, clarifies the subject. It is regrettable that Mr. Marston could not have obtained permission to examine Hauptmann.

New York JAMES HARGAN

Nursing As a Vocation

PENNY MARSH, PUBLIC HEALTH NURSE, by Dorothy Deming, R.N. Dodd, Mead. 266 pp. Price $2 postpaid of *Survey Midmonthly*.

AT conferences of student organizations, one of the resolutions almost unfailingly adopted is for more vocational information as a basis for wise vocational choice. The Dodd, Mead "Career Books" seek to help fill this need with accounts in fiction form of the training requirements, problems and opportunities in various fields of work open to young people today. This book by the general director of the National Organization for Public Health Nursing adds the story of a young public health nurse to the group that already includes a news cameraman, a girl reporter, a naval aviator, a retail store clerk, and a librarian. Miss Deming's young heroine, Penelope Marsh, making the shift from private duty nursing to the public health field, takes special training for her new job as a substitute on the staff of the Visiting Nurse Association in an Ohio city. The story gives lively details of her work in the city, in the county health field and in disaster relief. Girls of highschool age, for whom this book is written, seem likely to be more interested in Penny's professional explorations and discoveries than in the very conventional "love interest" rather artifically added to a story essentially concerned with the community service and the human drama of public health nursing. BEULAH AMIDON

The Road to Harmony

A BIOLOGICAL APPROACH TO THE PROBLEM OF ABNORMAL BEHAVIOR, by Milton Harrington, M.D. Science Press Printing Co. 459 pp. Price $4 postpaid of *Survey Midmonthly*.

SINCE its purpose is to study ways and means for the prevention and cure of mental ills, Dr. Harrington's book should be of interest both to Freudians and non-Freudians. An unbeliever in the psychoanalytic procedure, the author explains why he thinks these methods are unsound and at the same time builds up a theory that he feels harmonizes the facts of anatomy, physiology, medicine and general biology with those of normal and abnormal psychology.

Seeing all forms of behavior produced by the action of an anatomical mechanism, Dr. Harrington holds that abnormality of behavior occurs because of the inadequacy of the mechanism to meet the needs of the situation. Thus abnormal fear is simply fear occurring under conditions in which it should not exist. In order to understand why it occurs in such cases, it is necessary to understand the laws which govern the production of all fear. In similar fashion, delusional thinking is thinking which is faulty because it does not correspond with objective reality and so leads to wrong forms of behavior. An understanding of such behavior rests on an understanding of the thought processes. The author analyzes, compares and discusses each phase of his approach with the methods used by the analyst, but such details are unimportant in comparison with the principles which he stresses.

The significant point in this theory of mental health is the need to bring the organism and the environment into harmony. The most effective means of bringing about this desirable human state are, in Dr. Harrington's judgment: the breeding of a race of potentially healthy and efficient people; educating and training these people so that they may make the most of their abilities; teaching them to develop and maintain bodily health; giving them an environment suited to their needs. EMILY BURR

Vocational Adjustment Bureau

Early Steps

THE ADOLESCENT COURT AND CRIME PREVENTION, by J. G. Brill and E. G. Payne. Pitman Publishing Company. 230 pp. Price $2.50 postpaid of *Survey Midmonthly*.

TWO THIRDS of this volume, six chapters, attempts to give some general picture of the special problems which the adolescent has to meet; five other chapters recapitulate the development of the two predecessors of the Brooklyn adolescent court and then describe that court itself, its structure and procedure. There is widespread belief that the adolescent (defined by the authors as being between the ages of sixteen and twenty-one) has family, educational, industrial and social problems entirely different from those confronting the juvenile. Probably the adolescent thinks within a framework of social and personal concepts that differs materially from that of his younger brother. Workers with young children find that they have to build an absolutely different approach to the friendship and cooperation of the adolescent. All of these matters are hinted at by the authors but at no place do they really bite into these immensely important problems.

The part that deals with the various courts is simply and clearly informative. Magistrate Brill and Dr. Payne are at pains to admit the inadequacies of the Brooklyn court. They are, however, on solid ground when they point out that, despite the relatively small number

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touched, despite a selective method which chooses only those who have the best chance of succeeding, despite the necessity of hurried judgment based on inadequate data, there is in this court the beginning of a valuable and far-reaching development.

The methods and approach of the juvenile court will some day be extended to those up to twenty-one years and beyond. The social forces of our time press with peculiar cruelty upon the adolescent; this group—mayhap even more than any other—needs understanding rather than blind retaliation. When these facts are understood and when these dreams are realized, the volume under review will be seen as a description of some of the early uncertain and staggering steps on this road.

Newark, N. J. JAMES S. PLANT, M.D.

Recreation Pioneer

CHARLES B. STOVER 1861-1929, by J. K. Paulding. International Press. 192 pp. Price $2 postpaid of *Survey Midmonthly*.

A PIONEER in recreation, Charles B. Stover gave his life to public ervice in New York City. Privately and through social and civic organizations he promoted playgrounds; fought for subways as against the elevated; secured Sunday opening of the Metropolitan Museum; fostered park music; championed beach recreation; and later, as park commissioner, created a bureau of recreation in the Park Department.

In his day he was sharply criticized and feared. He died with bitterness in his heart at the seeming lack of appreciation of his service. Today there is a monument to his memory in Central Park. E. C. WORMAN

National Recreation Association

Challenging Textbook

HOW TO BE A RESPONSIBLE CITIZEN, by Roy V. Wright and Eliza G. Wright. Association Press. 203 pp. Price $2 postpaid of *Survey Midmonthly*.

THIS textbook is nearly everything that it ought to be—well arranged, comprehensive, replete with information, suggestive in the questions at the end of each chapter. The quotations at the head of each chapter are admirable and inspiring and the whole book is a strong argument in defense of that form of government known as representative democracy and a fervent plea that each citizen should take an intelligent and effective interest in good government.

The book is well documented. The bibliography is rich and almost up-to-date, and the chapter on Books is filled with illuminating reviews of books relating to democracy and practical politics. Altogether it is a sharp challenge to all citizens of a democracy and a valuable textbook for all teachers of civics. The authors stress the importance of joining a regular party organization but unfortunately show scant respect for independent or reform organizations such as voters' leagues, men's and women's city clubs and civic committees, which are bringing about real progress.

Some space might well have been given to the Citizens' Leagues of Detroit and of Cleveland, the Philadelphia Committee of Seventy, the Cincinnati City Charter Committee, the Toledo City Manager League, and the Citizens Union of New York. It is hard to find in the index or elsewhere any reference to New York in its struggle for good government, which, after over fifty years, culminated in electing a reform administration for its second term.

In their endeavor to be impartial and non-partisan, the authors omitted the narrative, intensely interesting and inspiring, full of color and courage, of the overthrow of Tweed, the victory of Dr. Parkhurst and Jerome over commercialized vice and police corruption; the revelations by Judge Seabury; the defeat of Tammany by La Guardia, and the successful crusade against racketeers by Dewey. This exciting story should be repeated in every classroom throughout the country.

The book does refer to the cleansing

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of Cincinnati and speaks well of the city manager plan, but the authors appear to know nothing about proportional representation, the most important factor in the redemption of Cincinnati and other boss ridden cities. P.R. is given but the briefest mention—four lines—and even these contain the misstatement that P.R. makes it possible for minorities to be represented in administrative groups, whereas of course P.R. is used chiefly to elect legislative groups. Therefore, teachers using this textbook should not fail to use with it the little book by George H. Hallett, Jr.—Proportional Representation: The Key to Democracy.

New York WILLIAM JAY SCHIEFFELIN

Goldilocks and the Big Bears

NEW TRENDS IN GROUP WORK, edited by Joshua Lieberman. Association Press. 229 pp. Price $2 postpaid of *Survey Midmonthly*.

HERE we have Goldilocks Group Work wandering among the Big Bears of Progressive Education, Case Work, Guidance, the Drama, Social Action, Discipline, and the Virtues, apparently in search of a parking place.

If the reader is not too intimidated—and this one was not—by the intellectual façade given to the book by such names as John Dewey, William H. Kilpatrick, Eduard C. Lindeman, Arthur L. Swift, Jr., and fifteen other contributors of essays, nor too burned-up by its semantic heat, he is sure to ask himself why group work does not escape from erudition and make its own contribution to distinction. Must group workers bespeak for their goal all the objectives of education, religion, psychiatry and democracy? Is it possible that the aim of group work might be simply to impart social skills for better living?

The original publication dates of the essays which make up the volume, and the group organization connections of the authors are not given, an unfortunate omission it seems to this reviewer.

It is fervently hoped that this volume will generate enough cerebral friction among group work practitioners to arouse them to their professional responsibility to produce a book setting forth group work aims, procedures and techniques, evolved from their own experiences in group work practice.

Chicago, Ill. JOSEPHINE STRODE

Everybody Reads

WHO USES THE PUBLIC LIBRARY, by William Converse Haygood. University of Chicago Press. 137 pp. Price $2 postpaid of *Survey Midmonthly*.

PERHAPS it is reasonable to say that librarianship becomes a profession when its practitioners no longer know just what is inside and outside of books and begin to know what is inside readers. Are they satisfied? And why not? The New York public library system conducted a survey of its patrons two years ago, and now Mr. Haygood of the Graduate Library School of the University of Chicago has interpreted the facts and compared them with other similar data. It is hoped that librarians will not be the only persons to read this book. It shows that statistics can be presented without stuffiness, and that technical facts can be made humanly interesting. Provided, of course, that one writes as well as Mr. Haygood.

Everybody uses the public library. Students, naturally, do more than a normal share of reading. Men come more often than women, especially to the reference room. Housewives read, but they don't study. Skilled tradesmen and skilled laborers are least well represented in proportion to their numbers.

What do they come for? About one in four wanders in and finds a book on an open shelf; 20.6 percent know what they want and find it; 14.6 percent read a book there; 11.25 percent look up something; 11.15 percent ask a librarian's advice; 10.45 percent read a magazine; 2.15 percent read a newspaper; a few others are diverse in their desires.

But do not suppose they were all satisfied. More than half (56.2 percent) find the book supply inadequate in some way. But the librarian can blame that on stingy city budgets. Only .6 percent said the librarians did not know how to help them.

These and other illuminating facts about the sociology of reading are in Mr. Haygood's little book. They are facts that everyone concerned with the quality of American living should ponder well.

LYMAN BRYSON

Teachers College, Columbia University

The Churches' Opportunity

NEW FRONTIERS OF RELIGION—A CHALLENGE TO THE CHURCH IN THE CHANGING COMMUNITY, by Arthur L. Swift, Jr. Macmillan. 171 pp. Price $2 postpaid of *Survey Midmonthly*.

THE Non-Progressive Christian Church at Clarksville, Ark., self-styled, and others not so frank, would scarcely be roused by this study. But some religious leaders will be challenged first to interest, then to action by its interpretation of the social facts of religion, their historic origins and the influence of change on organized religion and of religion on social change. Professor Swift writes of the church as a social institution both with the inside viewpoint and with the objectivity of one skilled in social surveys.

Churches with staunchest creeds, compact in organization and buttressed by endowment, he finds least modified in the evolution of the church in America. All are affected by changes in other social institutions, and these changes should be recognized and realized by the church as its opportunities upon the shifting social frontier.

Having at hand such new instruments, as the rising education level, the expanded leisure of the masses, knowledge of th inner nature of man and new ways t inform and release his mind and will, t church finds its persistent contributio in reality in worship, group work wit adults and children, and the counsellin of individuals distressed by persona problems.

A church as honest and discerning these chapters would not fail to find itse a strong social factor in its service o the new frontiers.

PHILIP GORDON SCOT

Church of the Redeemer
New Haven, Conn.

Brief and Clear

SOCIAL AGENCY BOARDS AND HOW TO MAKE THEM EFFECTIVE, by Claren King. Harper. 102 pp. Price $1.25 postpai of *Survey Midmonthly*.

IN fifteen well organized chapters, Cla ence King has presented an admirabl handbook for the members of boards an the executives of social agencies. Wha he has to say is practical and to the poin and is stated briefly and simply. There a delightful absence of cumbersome ter minology.

Mr. King discusses the function of t board and the ways in which this func tion can be carried out most effectivel He answers with a "yes" the questio Are boards always necessary? Vario types of boards, methods of organizatio and spheres of activity are described cov ering the boards of both public and pr vate agencies.

There is much to agree with and litt with which to disagree. One exceptio in this respect is the statement: "Rare does the most skilled staff that can hired have as mature insight or as mu resourcefulness and sound business judg ment as leading citizens of experien who will volunteer their services." Ma turity and resourcefulness or even bus ness judgment are not the property o any group. The value of citizens boards is not necessarily superior abilit It is differences in background and ex perience. The best relationship betwe board and staff is that of mutual respe for each individual in terms of his o special contribution.

Mr. King has not attempted an exhau tive treatise, but has given us the esse tials about the purpose and operation o boards. His brevity and clarity will a sure him readers.

KARL DE SCHWEINI

Philadelphia, Pa.

A Brief for Technique

PSYCHOTHERAPY, by Paul Schilder, M.D Ph.D. Norton. 344 pp. Price $3.50 postpaid *Survey Midmonthly*.

WITH the technique used in the la oratories of physical sciences, t author attempts to crystallize psych therapy from its present rather elus and unclarified state. He is convinced th "psychotherapy is not an art but a tec

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Before me, a Commissioner of Deeds, in and for the State and county aforesaid, personally appeared Walter F. Grueninger, who, having been duly sworn, according to law, deposes and says that he is the Business Manager of THE SURVEY MIDMONTHLY, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication, for the date shown in the above caption, required by the Act of August 24, 1912, as amended by the Act of March 3, 1933, embodied in section 537, Postal Laws and Regulations, printed on the reverse of this form, to wit:

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nical procedure based on scientific principles." After a concise and lucid survey of the essences of the psychotherapuetic schools of Freud, Jung, Adler and Meyer, he points out their influences in the development of psychotherapy and the nature of therapeutic actions.

With some reservations Dr. Schilder proclaims that Freud's work is the basis for every psychotherapeutic approach; that the psychoanalytic method is indispensable; and that any further development of psychotherapy which does not utilize Freud's work is unthinkable. Adler's work, he holds, has done much more valuable service than the semi-mythical teachings of Jung. Similarly, he expects little from the approach of psychobiology since psychobiology is largely based upon organic factors.

This book is not intended for a textbook in psychology, but it has the earmarks of a new psychological school developed from Freudian conceptions. After general considerations, Dr. Schilder details the tools of psychotherapy and their utilization with critical reflections. Among them are discussion, advice, persuasion, cathartic hypnosis, free association, dream interpretation and group therapy.

A considerable part of the book is devoted to extensive and highly systematized questionnaires which should be extremely useful to those only slightly acquainted with clinical work or for beginners in psychological investigation. One chapter deals with the selection and appliance of the psychotherapeutic tools in the treatment of twenty-two specific types of neuroses, psychopathies and psychoses. It would be a more practical guide if the specific types yielded to the suggested method. Unfortunately a much greater reservation and less rigidity in the method advised is sometimes necessary.

A pioneer work of this sort might tend to overschematize or oversimplify highly complex issues which still remain partially unknown, but Dr. Schilder manifests care and critical astuteness in avoiding these pitfalls. His style and easy readability made his discussions clear to laymen as well as to specialists.

New York RALPH S. BANAY, M.D.

All But How To Pay Them

TAX SYSTEMS OF THE WORLD, A YEARBOOK OF LEGISLATION AND STATISTICAL INFORMATION. The Tax Research Foundation. Price $3.75 from the Commerce Clearing House, Inc., Chicago.

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Run of the Shelves

LABOR IN THE UNITED STATES—BASIC STATISTICS FOR SOCIAL SECURITY, by W. S Woytinsky. Committee on Social Security, Social Science Research Council. 333 pp. Price $3.50 postpaid of *Survey Midmonthly*.

A STATISTICAL study which reclassifies and adapts occupational and employment data to the administrative needs of the old age insurance and unemployment compensation programs.

RESEARCH MEMORANDUM ON POPULATION REDISTRIBUTION WITHIN THE UNITED STATES, by Rupert B. Vance. 134 pp. Price $1.

RESEARCH MEMORANDUM OF MIGRATION DIFFERENTIALS, by Dorothy Swaine Thomas. 423 pp. Price $2.

Both published by Social Science Research Council, 230 Park Avenue, New York, N. Y.

BOTH of these studies are fruits of the council's active concern with population research which manifested itself first in 1924 with the appointment of a committee on the scientific aspects of human migration. From this committee the two committees responsible for the present studies are lineal descendants. Both studies are scientific in their approach and method; both consolidate the results of other research in their respective areas and indicate next steps in expanding the base of existing knowledge.

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